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Ontario Committee on the Costs of
Education.

Briefs.



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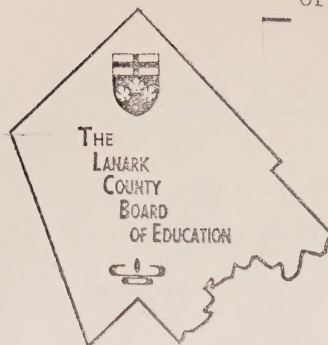
M. St. A. Woodside



1 DIRECTOR OF EDUCATION
M. W. LEVER, B.A.

SUPERINTENDENTS OF SCHOOLS
D. J. SCHOLAR, B.A., M.Ed.
H. L. WELCH, B.A., M.Ed.

BUSINESS ADMINISTRATOR
D. G. TIMMINS, B.A.



CHAIRMAN
W. PETER BURCHELL
VICE-CHAIRMAN
ALLAN DOUCETT. *Government Publications*

15 VICTORIA STREET
PERTH, ONTARIO
PHONE (613) 267-4210

October 12, 1972.

CAZONDE 67
-73B67

Mr. T. A. McEwan, Chairman
Committee on the Costs of Education,
Suite S-944,
252 Bloor Street W.,
Toronto 181, Ontario.

Dear Sir:

The Lanark County Board of Education, like many other Boards in the Province, is much concerned over the rising costs of education.

1. Of immediate concern is the impact on the spending power of the Board, - on its current budget of the high drop-out rate in the Secondary Schools. This, in our instance, involves a drop-out from the January estimate to September estimate of 68.90 pupils @ \$1081.27 or \$74,500.00. This is a good deal of money for a budget of our size.

2. We feel that there is a need for a new formula for providing provincial grants which would take into account the extra costs involved in operating an individualized program.

With the impact of the new HS1 and with the result (already true in some areas) that expensive shops are no longer needed, what special grant consideration is being given to remodeling these areas into other areas which the "involved" public seem to want!

4. The Lanark County Board of Education has had two unique experiences with which, I am sure, you are aware. Note from the attached that in 1970 it cost the Board \$4915.25 for the action and in 1971 it cost the Board \$2421.50 for the action.

It is understood naturally that these figures do not involve the costly time of several Board personnel in assimilating data for the legal action. These costs, if the Board is not found liable, should be assessed to the municipality.

5. Consideration should be given to reassessing the financial support for French.

.....

- 2 -

6. A need exists for the review of weighting factors. Smaller jurisdictions seem to suffer. Of special import here are:

Special Education
Mentally Retarded Schools.

It is suggested that the cut-off in levels is too sharp and a reduction should be achieved in the margin between Elementary and Secondary.

Impact of location weighting factor - under capital grants Eastern Ontario suffers from high building costs. Perhaps there should be some consideration of cost zones.

7. Some Boards have had the foresight to try to provide a provision for a Reserve for Working Funds. This has been true in our case, although with some reservations, because of the tightness of the budget of this small Board. Could there be any provision whereby such a fund, if needed for a just cause, Ministerially approved, be transferred to ordinary as well as to extraordinary expenditures as now prevails without a damaging impact on ceilings. We realize the implications involved but we are currently trying to meet salary demands without too much money background.

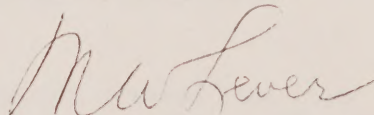
8. We repeat that the small Board cannot give the type of service offered by a large Board. Many of our residents, newly arrived from Ottawa, expect the things which were possible in Ottawa and there is no way. This is a matter of continuing concern.

9. Each year our Budget has risen. However, analysis has revealed that this is largely due to uncontrollable items such as raises in salaries, utilities, fuel etc. With enrolment decreasing, and with the spread not equal how does one balance without reducing staff, etc.

10. Review of help for low-assessment areas. Again an apparent need exists for an Ombudsman over all of Ontario and/or regional personnel to be able to report directly to the Minister relative to financial and other educational problems throughout the province. These might well be attached to representative regional offices.

These are only some of many factors which are of peculiar concern to us. We realize the problem of the Ministry but the "involved" taxpayer wants more than we can give.

Yours very truly,

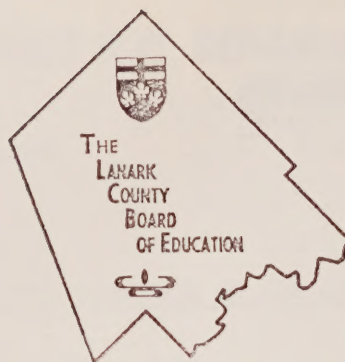


M. W. Lever,
Director and Secretary.

DIRECTOR OF EDUCATION
M. W. LEVER, B.A.

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CHAIRMAN
W. PETER BURCHELL.

VICE-CHAIRMAN
ALLAN DOUGETT.

15 VICTORIA STREET
PERTH, ONTARIO

PHONE (613) 267-4210

To: M.W. Lever, Director of Education
From: D.G. Timmins, Business Administrator
Re: Costs of Actions re Town of Smiths Falls

1970 Requisitions

Smiths Falls refused to pay a portion of the Board's 1970 requisitions. The Board sued and won; the Town appealed and lost. Note that this is not the procedure available by legislation.

Out-of-Pocket Costs	- Prosecution	- Bell, Baker, Thompson & Oyen	\$2,890.95
		Ralph G. Barker	740.00
	Appeal	- Bell, Baker, Thompson & Oyen	2,498.30
		Ralph G. Barker	486.00
			<u>\$6,615.25</u>
Less	- Recovery from Town of Smiths Falls		1,200.00
	Contribution by Separate School Board		500.00
			<u><u>\$4,915.25</u></u>

1971 Requisitions

Smiths Falls appealed the Board's 1971 requisitions. The Treasurers, as arbitrators, rejected the appeal. The Town appealed again, and the Ontario Municipal Board again rejected the appeal. Note that this is the proper procedure as per legislation.

Out-of-Pocket Costs	- Arbitration	- Municipal Treasurers	Nil
	O.M.B.	- Bell, Baker, Thompson & Oyen	\$2,021.50
		Barker & Butterworth	400.00
Total			<u><u>\$2,421.50</u></u>

Note that the Treasurers, as Arbitrators, ordered that their respective municipalities pay the costs of arbitration. They could properly have ordered such payment by the Board.

DGT:db
September 29, 1972.

DRYDEN DISTRICT R.C. SEPARATE SCHOOL BOARD

REPLY TO:

38 Park Crescent
Dryden, Ont.

"Organizations
& Groups"

BRIEF #75

SUBMISSION TO THE COMMITTEE ON THE COSTS OF EDUCATION

The following is a brief outline of the financial problems encountered by the Dryden District R.C. Separate School Board since amalgamation of Ontario Boards on 1 January 1969. The effect of these problems are ever-increasing underlevies which are, in the long run, a slow way to bankruptcy. We feel that similar problems plague other Boards in the Province and some provincial assistance will be required to ensure that separate school systems will eventually enjoy financial parity with their adjacent public school systems. - Appended to this submission are financial statements incorporating comparative figures for the three years since amalgamation, which should help to illustrate our subsequent points.

1.) HISTORY OF UNDERLEVIES


Year:	Underlevy	
	<u>For Year</u>	<u>Cumulative</u>
1969	\$ 9,300	\$ 9,300
1970	1,755	11,055
1971	9,052	20,107

2.) UNAPPROVED EXTRAORDINARY EXPENDITURES

One prime factor contributing to our Board's financial dilemma are unapproved debt charges which resulted because this Board and its predecessors provided safe and solid accomodation for their pupils, the cost of which was higher than the flat provincial approved figure per unit of accomodation. Our school buildings are functional and safe, but by no means extravagant. However, construction costs in this north-western corner of the Province tend to be much higher than those in

SCHOOLS OPERATED:

Sacred Heart School, Sioux Lookout, Ontario
St. Joseph's School, Dryden, Ontario



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the more populous south. Transportation costs, particularly in the Sioux Lookout area are also higher than average due to the wide dispersion of pupil residence locations in that area.

The following schedule will illustrate how unapproved extraordinary expenditures "gobble up" tax mills which could be better used to cover our taxpayers' share of ordinary expenditures.

	1969	1970	1971
Equalized Assessment	\$ 6,139,396	\$ 5,992,198	\$ 5,942,026
Unapproved			
Debt Charges	13,375	16,906	16,982
Mill Rate required to cover above	2.18	2.82	2.86
Unapproved Transportation Charges	3,548	4,420	4,922
Mill Rate required to cover above	.58	.74	.83
Mill Rate required to cover unapproved portion of all E/O Expenditures	2.76	3.56	3.69
Actual tax levy in Equalized Mills	6.77	7.06	6.62
Percent of actual levy required to cover unapproved portion of E/O Expenditures	40.8%	50.4%	55.7%

Since this Board, like most others, suffers from declining enrolment, the above situation becomes more serious, since the fixed amount of debt charges has to be borne by fewer pupils and, as can be seen, by a shrinking assessment.

3.) LIMITATION OF ANNUAL INCREASE OF ORDINARY EXPENDITURES

This Board also feels that the provisions of Section 1(34)1(a) of the 1972 Grant Regulations, which impose a limitation of \$ 60 on the annual increase in elementary school ordinary expenditures, has an adverse effect on its finances. The following three figures, which have been adjusted to allow for the weighing factors applicable to our Board, will illustrate this point:

1972 Maximum Ceiling	\$ 696.85 per pupil
1972 Actual Ord.Expenditure, this Board	613.83 " "
1972 Recognized Ord.Expenditure, this Board	592.26 " "

Thus, our Board is penalized to the extent of \$ 104.59 per pupil, as compared to a Board in identical circumstances, but with a history of high spending habits; this hardly seems fair at all. Our 1972 budget for ordinary expenditures turned out approximately \$ 20,000 above the recognized figure; while it was practically impossible to trim off all of this, we succeeded in cutting down by about half of the above amount, through higher classroom loading and reducing the budget for instructional supplies - the only two areas with any flexibility. On the other hand, if we had been traditionally high spenders we could have picked up an extra \$ 50,000 in grants !

4.) SURPLUSES OF ADJACENT PUBLIC SCHOOL BOARDS

The Board of Education in our area had fairly large surpluses transferred in from predecessor boards in some municipalities which they have now been permitted to apply in order to reduce current tax levies. Our Board, conversely, had approximately \$ 27,000 of deficits transferred in from its predecessor boards. We understand that these deficits will be eliminated by provincial funds by the end of 1972, which is, of course much appreciated. However, our Board is forced to "compete" with public school mill rates which are largely deflated due to the above mentioned absorption of surpluses. The case of the Town of Sioux Lookout will serve as an example; the public elementary school mill rate in this municipality has been set at 13.80 mills, taking into account a large pre-existing surplus. The break-even mill rate for the separate school system in the same location is 50.40 mills. Obviously, such a large differential in mill rates, even for only one year would result in a mass exodus of separate school supporters (unlike the public school system, our supporters are not captive), resulting in a further weakening of the separate school system.

In closing, this Board feels that the 1969 amalgamation of Boards in Ontario has not been in the best interest of the pupils or ratepayers in this area. Our schools are too far apart (over 60 miles) to benefit from joint undertakings, while travelling expenses for Board members and co-ordinating staff have increased. Since each one of our two schools has an enrolment of less than 300 pupils, the two predecessor Boards could have enjoyed the advantages of Isolate Board status, were it not for the amalgamation which was imposed upon them.

We sincerely hope that the foregoing points will be considered with a view to obtaining some financial assistance to overcome the special handicaps this Board is confronted with.

Dryden, Ontario
12 October 1972

DUNWOODY & COMPANY

CHARTERED ACCOUNTANTS

Thames Buildings 32 King St. Dryden, Ontario N0Y 1S2 5321

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AUDITORS' REPORT

TO THE BOARD AND SUPPORTERS

DRYDEN DISTRICT R.C. SEPARATE SCHOOL BOARD

DRYDEN, ONTARIO

We have examined the Revenue Fund and Capital Fund Balance Sheets of the Dryden District R.C. Separate School Board as at 31 December 1971 and the Statements of Revenue Fund Revenue and Expenditure and Source and Application of Capital Funds for the year then ended. Our examination included a general review of the accounting procedures and such tests of accounting records and other supporting evidence as we considered necessary in the circumstances.

In our opinion these Financial Statements present fairly the financial position of the Board as at 31 December 1971 and the results of its operations and the source and application of its capital funds for the year then ended, in accordance with accounting principles generally accepted for Ontario School Boards applied on a basis consistent with that of the preceding year.

DRYDEN, Ontario,
26 July 1972

Dunwoody & Company
CHARTERED ACCOUNTANTS

DRYDEN DISTRICT R.C. SEPARATE SCHOOL BOARD

(ELEMENTARY SCHOOLS) REVENUE FUND BALANCE SHEET AS AT 31 DECEMBER 1971

ASSETS

	<u>1971</u>	<u>1970</u>	<u>1969</u>
CURRENT			
Cash on hand and in bank	\$ 1,525	\$ 2,013	\$ 1,480
Taxes receivable			
Dryden	3,812	7,210	218
Sloux Lookout	1,659	10,014	12,150
Provincial grants and subsidies	-	25,413	40,735
Tuition fees receivable	5,629	688	4,934
Subscription receivable	-	1,000	1,000
Deficits of predecessor boards			
recoverable from province	24,432	24,432	23,759
Due from capital fund	-	-	21,554
Supplies on hand	-	-	1,754
	<u>37,057</u>	<u>70,770</u>	<u>107,584</u>
ACCUMULATED LOCAL UNDER LEVIES			
Dryden	13,630	6,772	6,481
Sloux Lookout	6,477	4,283	2,819
	<u>20,107</u>	<u>11,055</u>	<u>9,300</u>
	<u>\$ 57,164</u>	<u>\$ 81,825</u>	<u>\$ 116,884</u>

LIABILITIES

CURRENT			
Bank loan	26,000	63,000	110,418
Provincial grants overpaid	8,642	-	-
Accounts payable	8,957	4,476	1,839
Payroll deductions	1,999	8,227	4,627
Accrued interest	268	509	-
Due to capital fund	5,298	5,613	-
	<u>\$ 57,164</u>	<u>\$ 81,825</u>	<u>\$ 116,884</u>

APPROVED ON BEHALF OF THE BOARD

Chairman

Ch. W. Mochlen

Treasurer

DRYDEN DISTRICT R.C. SEPARATE SCHOOL BOARD

(ELEMENTARY SCHOOLS) SCHEDULES OF OPERATING EXPENSES - PAGE 1 FOR THE YEAR ENDED 31 DECEMBER 1971

	1971	1970	1969
BUSINESS ADMINISTRATION			
Board members honorarium	\$ 5,000	\$ 5,000	\$ 5,000
Secretary's salary	3,300	3,300	3,900
Secretarial	900	-	-
Interest on temporary loans	5,590	3,748	4,086
Travel expense	1,000	2,209	1,560
Teacher hiring	-	-	-
All other administration expenses	<u>3,450</u>	<u>2,990</u>	<u>3,571</u>
	<u>19,240</u>	<u>17,247</u>	<u>18,067</u>
INSTRUCTION			
Salaries	187,993	183,378	170,097
Text books	2,167	2,044	2,851
Audio visual	923	766	585
Teacher incentives and fringe benefits	8,582	5,271	3,388
All other instruction expenses	<u>7,944</u>	<u>8,410</u>	<u>6,311</u>
	<u>207,609</u>	<u>199,869</u>	<u>183,232</u>
PLANT OPERATION			
Wages	17,532	14,756	14,549
Light, heat and power	7,900	7,580	6,917
Insurance	2,457	2,332	2,107
All other plant expenses	<u>13,661</u>	<u>11,142</u>	<u>4,170</u>
	<u>41,550</u>	<u>35,810</u>	<u>27,743</u>
CAPITAL EXPENDITURE (NON-ALLOCABLE)			
Building - Fences	-	3,680	-
Equipment - Projector	-	560	-
Equipment - Playground	-	2,283	-
Furniture	1,548	-	-
Typewriter	<u>229</u>	<u>-</u>	<u>-</u>
	<u>1,777</u>	<u>6,523</u>	<u>-</u>
DEBT CHARGES			
Dryden - debenture principal	18,500	17,500	13,500
- debenture interest	20,766	17,706	10,409
Sioux Lookout - debenture principal	11,300	10,000	9,700
- debenture interest	<u>15,594</u>	<u>20,463</u>	<u>16,826</u>
	66,160	65,669	50,505
Unapproved	<u>(16,982)</u>	<u>(16,906)</u>	<u>(13,375)</u>
	<u>\$ 49,178</u>	<u>\$ 48,763</u>	<u>\$ 37,130</u>

DRYDEN DISTRICT R.C. SEPARATE SCHOOL BOARD

(ELEMENTARY SCHOOLS)
SCHEDULES OF OPERATING EXPENSES - PAGE 2
FOR THE YEAR ENDED 31 DECEMBER 1971

	<u>1971</u>	<u>1970</u>	<u>1969</u>
TRANSPORTATION			
Dryden	\$ 6,650	\$ 5,656	\$ 4,126
Sioux Lookout	<u>8,370</u>	<u>5,784</u>	<u>4,666</u>
	15,020	11,440	8,792
Unapproved	<u>(4,922)</u>	<u>(4,420)</u>	<u>(3,548)</u>
	<u>10,098</u>	<u>7,020</u>	<u>5,244</u>
OTHER OPERATING EXPENSES			
Rent	-	-	1,500
Supplies	-	-	222
Library	1,281	1,147	442
Cafeteria	-	322	550
Capital expenditure	-	758	-
Miscellaneous	<u>1,430</u>	<u>927</u>	<u>22</u>
	<u>2,711</u>	<u>3,154</u>	<u>2,736</u>
TAXES WRITTEN OFF	<u>185</u>	<u>-</u>	<u>155</u>
TOTAL OPERATING EXPENSES	<u>\$ 354,252</u>	<u>\$ 339,712.</u>	<u>\$ 291,230</u>

DRYDEN DISTRICT R.C. SEPARATE SCHOOL BOARD

(ELEMENTARY SCHOOLS)
CAPITAL FUND BALANCE SHEET
AS AT 31 DECEMBER 1971

ASSETS

	<u>1971</u>	<u>1970</u>	<u>1969</u>
DUE FROM OTHER FUNDS	\$ 5,298	\$ 5,613	\$ -
FIXED ASSETS	807,359	804,659	699,807
DEFERRED CHARGES	<u>2,527</u>	<u>2,793</u>	<u>-</u>
	<u>\$ 815,184</u>	<u>\$ 813,065</u>	<u>\$ 699,807</u>

LIABILITIES

DUE TO OTHER FUNDS	\$ -	\$ -	\$ 21,554
ACCOUNTS PAYABLE AND OTHER CURRENT LIABILITIES	-	302	24,437
LONG TERM DEBT - DEBENTURES	505,300	535,100	410,600
INVESTMENT IN FIXED ASSETS	<u>309,884</u>	<u>277,663</u>	<u>243,216</u>
	<u>\$ 815,184</u>	<u>\$ 813,065</u>	<u>\$ 699,807</u>

NOTE: The comparative figures for 1970 have been altered to reflect a change in the amortization of debenture discount.

DRYDEN DISTRICT R.C. SEPARATE SCHOOL BOARD

(ELEMENTARY SCHOOLS)
STATEMENT OF SOURCE AND APPLICATION OF CAPITAL FUNDS
FOR THE YEAR ENDED 31 DECEMBER 1971

	<u>1971</u>	<u>1970</u>	<u>1969</u>
SOURCE OF FUNDS			
Par value of debentures issued \$	-	\$ 152,000	\$ -
Contributions from Governments			
Canada	-	4,111	-
Capital expenditure from the revenue fund	<u>2,700</u>	<u>8,047</u>	<u>585</u>
	<u>\$ 2,700</u>	<u>\$ 164,158</u>	<u>\$ 585</u>
APPLICATION OF FUNDS			
Fixed assets			
Buildings	\$ -	\$ 100,221	\$ 73,873
Furniture and equipment	2,700	8,259	1,054
School sites and improvements thereto	-	1,450	2,000
Other	<u>-</u>	<u>2,939</u>	<u>152</u>
	<u>\$ 2,700</u>	<u>\$ 112,869</u>	<u>\$ 77,079</u>
NET CHANGE IN CAPITAL FUNDS - INCREASE (DECREASE)			
	-	51,289	(16,494)
UNEXPENDED FUNDS OR (AMOUNTS NOT PERMANENTLY FINANCED) BEGINNING OF YEAR			
	<u>5,298</u>	<u>(45,991)</u>	<u>30,503</u>
FINANCED, END OF YEAR	<u>\$ 5,298</u>	<u>\$ 5,298</u>	<u>\$ 45,991</u>

NOTE: The comparative figures for 1970 have been altered to reflect a change in the amortization of debenture discount.

Cost of Education Brief presented to the Committee
on the Costs of Education, Thunder Bay, October 16/72.

It is understood and appreciated that the Government of Ontario ever anxious to keep expenses down and improve services, instituted divisional school boards in a conscientious effort to fulfill these ends.

The Lake Superior Board of Education has been in existence for almost four years and, in large measure, has achieved the ends hoped for it. However, to improve the situation the following comments and recommendations are offered for your consideration.

The Township of Marathon along with the Townships of Schreiber and Terrace Bay and the Improvement District of Manitouwadge are the main financial contributors to our divisional board, the Lake Superior Board of Education. This divisional board covers an area from Rossport easterly to Manitouwadge, a distance of some 132 miles and serves a total population of 9,992 people, 9701 of which are residents of the four major contributing municipalities.

Terrace Bay and Schreiber are located within nine miles of each other while Marathon and Manitouwadge are situated 50 and 110 miles respectively from this point. Because of these distances between the populated centres and in order to alleviate the inconvenience of travelling some 50 to 110 miles it is necessary to provide and operate school facilities in each of these areas. This together with the diversified curriculum which is available and encouraged to be provided means the duplicating of courses in more than one school. This then adds to the problem that more classrooms and teachers are required. The average pupils per teacher in this school division for elementary schools is 18.5 and 14.5 for secondary schools compared to the Province of Ontario average of 24.88 for elementary schools and 16.67 for secondary schools.

Under normal circumstances, or in urban areas, the existing enrollment of our schools of 1,296 elementary students and 1,002 secondary students could be adequately educated in 3.59 elementary schools and 1.03 high schools, whereas to accommodate the same number of pupils in this school division we are faced with operating no less than 5 elementary schools and more unfortunately 4 high schools. This information was obtained by statistics provided by the Ministry of Education which shows that the average enrollment in the Province per elementary school is 361 and per secondary school is 977 compared to the average of 259.2 for elementary and 250.5 secondary in the Lake Superior Board of Education division.

It only stands to reason therefore that the cost per pupil in our school division would be higher than others where the pupils per teacher ratio is much higher. The board has over the past three years annually reduced its budgets and any further cuts would result in jeopardizing the quality of education. Even as a result of this exercise the board finds itself with estimated costs of \$27,000. for elementary and \$100,000. for secondary school purposes which exceed the ceilings as determined by the Ministry of Education. These over-the-ceiling costs for which there are no grants represent 5.18% of the elementary and 14.5% of the secondary net budget requirements. In other words the rate-payers in our school division are asked to pay 100% of the \$127,000. or 10.52% of school costs without any financial assistance from the provincial government. The Ministry has recognized these problems to some degree in that it has allowed a 10% increase to the ceiling for this divisional board and believe this is the case for all of Northern Ontario.

While we appreciate this increased grant we are of the opinion that this is not nearly sufficient and ask that this be reviewed with the view of increasing the ceiling to reflect a more realistic figure.

We question the criteria used to base the need of a director of education. During the initial years of organization there was a definite need for every divisional board to have a person who could organize and administer a proper school system. It is our opinion that the duties and functions of this position clearly indicates that this person is an administrator and that a qualified educator is not necessarily a good administrator. We would therefore encourage and suggest that Section 44 of the Secondary Schools and Boards of Education Act be reviewed with two particular points in mind:

- (1) To determine whether or not 2,000 pupils is in fact a true criteria to measure the need of a director of education, and
- (2) Whether the qualifications of a director of education must be as stringent as provided for in the regulations.

In small communities such as make up the Lake Superior Board of Education housing has always been and still is very difficult to obtain. To the present it has been necessary for the local school boards and now the divisional boards to supply or arrange for suitable housing. Without exaggerating it is almost impossible to rent or lease acceptable or suitable accommodations, thus the necessity of purchasing teacherages. This is the only way the school division is able to guarantee that the teaching staff will be properly accommodated. Within this school division we have had to purchase over the period of years teacherages in excess of \$1,250,000. without grants.

After careful review of this information we would welcome and heartily invite the task force to visit our area and assess the problems first hand. We appreciate the opportunity of presenting this brief and hope that this will provide the necessary information to your Committee to take a reassessment of the Lake Superior Board of Education and the grants provided to operate this school division.

—
Respectfully submitted,

THE CORPORATION OF THE TOWNSHIP OF MARATHON.

LONDON DISTRICT CRIPPLED CHILDREN'S TREATMENT CENTRE
385 Hill Street London, Ontario

BRIEF TO THE COMMITTEE ON THE COSTS OF EDUCATION

1. OUTLINE OF PRESENT PROGRAMME

Two classrooms to meet the educational and physical needs of handicapped children from kindergarten to grade VIII, if necessary. Children attend school five days a week and 90% of them come from the City of London.

a) The emphasis in teaching is on special exercises to upgrade the visual and auditory perceptual, as well as motor planning, abilities, which areas most often show as a deficit in our children.

b) A continuing or a special remedial programme for pupils resident in hospital but who have been admitted to the Crippled Children's Centre for short term intensive therapy, (the Centre recommends these admissions). These pupils come from outlying school boards.

2. LOCATION OF CLASSROOMS

In the Treatment Centre at 385 Hill Street, which is adjacent to War Memorial Children's Hospital.

3. STAFFING

Two classrooms staffed by two qualified special education teachers, plus a part-time music teacher and a full-time aide.

The Crippled Children's Centre has on its own staff an additional twenty-two professionals representing a variety of health disciplines. These personnel are immediately available as resource to the classroom personnel. They work closely with and co-ordinate programme closely with the school's teaching staff. An example of resources available - Psychology, Neurology, Speech Pathology, Occupational Therapy, Social Service, etc., etc. In addition, the Centre employs a public health nurse who acts as liaison and is used extensively by classroom for this purpose.

4. DETAIL RE PUPILS

Children attend our classroom if their condition requires an intensive rehabilitation programme, and if they are so handicapped that they cannot manage in a regular school setting. Types of handicapping conditions include Cerebral Palsy, Meningomyelocele, Muscular Dystrophy, post-accident trauma, Arthrogryposis, and other congenital anomalies. Regular pupils come from the London Board, Middlesex County, Middlesex Separate, and Elgin County School Boards. Short term pupils (resident in hospital) may come from any Board from Bruce to Essex Counties. Average enrolment over the past five years:

- (i) for regular pupils - 16.4 per year,
- (ii) short term pupils - 18.2 per year.

5. PRESENT EDUCATIONAL OBJECTIVES

All regular pupils at present are at the primary level. The objective of the Centre's school is to prepare these pupils for entrance into the regular school system, if possible.

6. FUNDING

At present the cost of this programme is covered by grants from the Ministry of Education, fees from local school boards, and charitable donations..

The detail of the cost calculation, as submitted on Form G-52 for the 1971 Legislative Grant, is outlined below:

1. TOTAL EXPENDITURE

* Business Administration	\$10,733.00
Instruction Benefits	661.00
Day School Salaries	22,793.00
* Plant Operation	1,479.00
* Plant Maintenance	2,651.00
Transportation	7,820.00
Debt Charges	<u>17.00</u>
TOTAL	\$46,154.00

Brief to the Committee on the Costs of Education.

6. FUNDING

1. TOTAL EXPENDITURE (continued)

carried forward - - - - - \$46,154.00

*These figures are percentage allocations of general administration and maintenance cost.

2. DEDUCTIBLE EXPENDITURE

Instructional Salaries	\$21,754.00	
Canada Pension	264.00	
Rental	283.00	
Transportation	7,820.00	
Debt Charges	<u>17.00</u>	
TOTAL		<u>\$30,138.00</u>

3. COST OF OPERATION \$16,016.00

The Legislative Grant is calculated as follows:

Instructional Salaries	\$21,754.00	x	80%	=	\$17,403.00
Approved Transportation	7,636.00	x	80%	=	6,109.00
Cost of Operating	16,016.00	x	50%	=	<u>8,008.00</u>
					\$31,520.00

We feel there would be no cost saving in transferring such a programme to the London Board of Education in terms of the maximum benefit these pupils gain from the use of all of the available specialized facilities at no cost to the Ministry of Education.

7. FUTURE PLANS OR OBJECTIVES

To continue to develop education as an integral part of the rehabilitation process. Treatment and education combine their talents to rehabilitate and to prepare a child to cope with the regular school and community to which he belongs. The goals for many of the Centre's pupils will be limited physically. Education plays a most important role in motivating and stimulating our patient toward a happy and fruitful adjustment to his handicapping condition.

The above process works effectively under one roof and with a close liaison and understanding at administrative level, both at the Centre and with the London Board of Education.

COLLEGE OF EDUCATION, BROCK UNIVERSITY

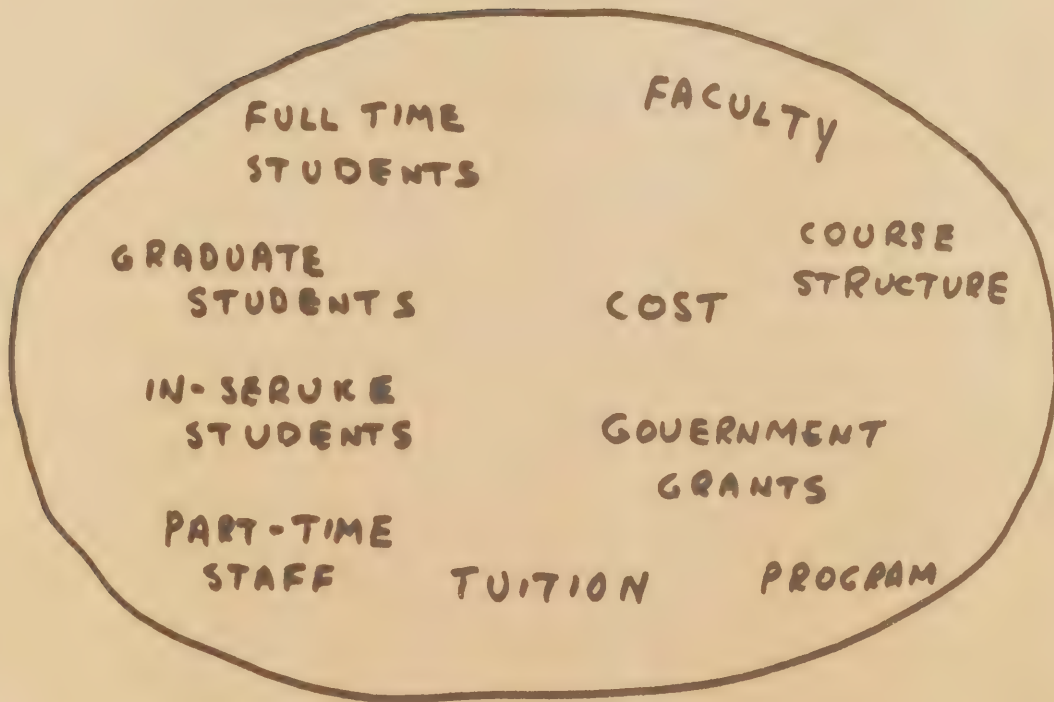
COST ANALYSIS

The Brock College of Education computer programming and analyzing system has been developed with the following premises in mind. First, the cost of education as it relates to the College of Education is relatively fixed. Secondly, student enrolments at the College of Education are variable and do not (at the present time) relate particularly well with the job market. Thus the main aim of this program was to develop a systematic framework within which decisions could be made and tested utilizing a mix of relatively fixed cost information and a myriad of variables. The ideal would be to have a program where costs can be met through adequate funds generated through enrolments.

Basically, the decision maker would select the variables to be tested such as program length, type of projection, and student enrolments. These decisions would be subjected to the given financial constraints including basic income units, government grants and tuition rates. The variables could be entered in two modes, either priority loops or random numbers. Using a criterion number representing financial viability as a cutoff point, programs successfully generating more than this sum could be projected for a five year period.

The main advantage of this program is its flexibility and potential use as an administrative decision-making simulator. By using systems theory and planning the administrator would be able to test a wide range of variables without undue concern for what is or has been.

COLLEGE OF EDUCATION COST SYSTEM



BROCK COLLEGE OF EDUCATION

COMPUTER PROGRAMMING AND ANALYZING SYSTEM

I

DECISIONS ON MODES
NUMBERS OF VARIABLES
VARIABLE LIMITS

← PROGRAM AIMS
AND OBJECTIVES



II

BASIC FINANCIAL
GENERATING SYSTEM

→ SUM GENERATED
% DISTRIBUTION
OF SUM
FACULTY-STUDENT
RATIO



III

OUTPUT UTILIZATION
FACULTY TIME
CREDIT WEIGHTINGS

→ COST PER CREDIT



IV

CREDIT COST
FACULTY USE PER
PROGRAM

→ COST-EFFICIENCY

STAGE I

DECISIONS INVOLVING INFORMATION CONTROL

1 PROGRAM CHOICE

- a) 1 YEAR CONSECUTIVE
- b) 2 YEAR CONSECUTIVE
- c) 4 YEAR B.ED.
- d) 2 YEAR CONSECUTIVE + 3 YEAR B.A.

2 CHOICE OF MODE

- a) RANDOM NUMBERS
- b) PRIORITY LOOPS

3 PROJECTIONS

- a) COSTS
- b) PROGRAMS
- c) FIVE YEAR RUN

4 VARIABLES

- a) LIST VARIABLES
- b) VARIABLE LIMITS
- c) STEP INTERVALS

5 PRO-RATE

- a) IN-SERVICE
- b) GRADUATE

STAGE II

VARIABLE MANIPULATIONS

1 FORMULA FOR FINANCE GENERATION

- a) BASIC INCOME GRANT
- b) BASIC INCOME UNIT
- c) TUITION RATE
- d) MEAN GOVERNMENT TUITION RATE

2 PROJECT

- a) COSTS
- b) STUDENTS
- c) PROGRAM

3 PRINTOUT OF SUCCESSFUL COMBINATIONS

STAGE III

UTILIZATION OF PRINTOUT INFORMATION

I STUDENT - STAFF RATIO

- a) CORRECT FOR CRITERIA NUMBER
- b) ADD OR SUBTRACT FACULTY
- c) CALCULATE CONTACT HOURS OR EQUIVALENT
- d) CALCULATE AVERAGE SALARY
- e) WEIGHT CREDITS
- f) CALCULATE COST PER CREDIT

STAGE IV

DEVELOPMENT OF COST EFFICIENCY

1 COST PER CREDIT

a) COMPARE PER PROGRAM

b) FACULTY USE PER PROGRAM

INTRODUCTION

Within the next five year period the College of Education will have developed an overall plan for viability or financial responsibility. Several programs, free from institutional or financial constraints have been developed in the United States over the past few years. Included in these free-standing developments are the concepts of unlimited space, staff, students, time and finances. Since none of these are realities at the College of Education, the task of this paper will be to outline in practical terms what program alternatives appear to be the most feasible within the given constraints.

AIMS

The aims of the College of Education Brock University programs will be:

- (1) to create a flexible and general program which will aid in decision making and planning of the College of Education;
- (2) to promote systems thinking in administrative and financial planning;
- (3) to identify for projection the best possible variable combinations;
- (4) to aid in the development of a five-year plan at Brock University College of Education.

TYPES OF TEACHER EDUCATION SYSTEMS TO BE EXPLORED IN THE PROGRAM

- (1) The existing program at Brock University;
- (2) A two-year teacher training program with options to graduate and in-service students
 - (a) with a certificate after one year followed by a year of specialization,
 - (b) basic two year program leading to a B.Ed.

1. A two year teacher training program
service and graduate students
1.1.1.1.

BASIC VARIABLES TO BE USED IN THE COMPUTER PROGRAM

- (1) A Basic Income Unit (B.I.U.)
- (2) Student enrollments
 - (a) full-time (undergraduate or certificate programs)
 - (b) graduate (full time or part time)
 - (c) in-service students (includes department courses or re-qualifying courses)
- (3) Government grant structure
- (4) Student tuition rate
- (5) Mean Provincial tuition rate.

PROGRAM MECHANICS

The program has been devised with several controls in mind. The decision maker will have a wide variety of alternatives to choose from when complementing his decisions. First, the administrator must choose the particular variables to be explored. Second, decisions must be made about cost factor projections (i.e., the % of increase or decrease in cost). Third, the decision maker will choose from a number of assumptions such as the development of certification or graduate programs (full or part time or both). The program will produce a print-out utilizing all variables, if necessary.

The concept of randomness has been utilized in the program in order to stimulate unknown conditions. Instead of utilizing a loop structure, random numbers can (within limits) be generated for projection in any year. In other words, the program will control for chance occurrences.

The program is conceptualized in two ways. The first way is to use a range of variables and random numbers. Projections can be made for a range of variables and the investigator will be able to test a range of variables through an exhaustive procedure in order to discover combinations of factors which can be employed at the College. The second alternative would be to project specific numbers in place of variables in order to explore a fixed pattern.

COMPUTER PROGRAM COMPONENTS

The introductory phase of the program consists of a number of yes-no statements indicating the scope of the program. At this point the administrator picks the variables to be employed in the program. For example, the two year program may be chosen rather than the one year program.

The main segment of the computer program utilizes simple mathematical manipulations in order to produce a financial sum generated by the student enrollments.

The third portion of the program uses this sum as a starting point for the cost efficient model or the distribution and utilization of College faculty. A number of faculty utilization formulas are available at present. The program will allow the utilization of any one to produce a basic cost per credit system.

ADVANTAGES OF THE COMPUTER PROGRAM

1. The program is highly flexible.
2. Variables can be added or deleted without difficulty.
3. The program can aid in solving both present and future problems.
4. The program can be adapted to a regular simulation mode, if programmed in P.L.I.

1

MAJOR ADVANTAGES OF THE COMPUTER PROGRAM

1. The complete reliance on the availability of the program.
2. Slow turnover time.
3. Expense incurred through program error (e.g., the report of the program made by the administrator).

BROCK COLLEGE OF EDUCATION

COMPUTER PROGRAMMING AND ANALYZING SYSTEM

I

DECISIONS ON MODES
NUMBERS OF VARIABLES
VARIABLE LIMITS

← PROGRAM AIMS
AND OBJECTIVES



II

BASIC FINANCIAL
GENERATING SYSTEM

→ SUM GENERATED
% DISTRIBUTION
OF SUM
FACULTY-STUDENT
RATIO



III

OUTPUT UTILIZATION
FACULTY TIME
CREDIT WEIGHTINGS

→ COST PER CREDIT

IV

CREDIT COST
FACULTY USE PER
PROGRAM

→ COST-EFFICIENCY

STAGE 1

DECISIONS INVOLVING INFORMATION CONTROL

1 PROGRAM CHOICE

- a) 1 YEAR CONSECUTIVE
- b) 2 YEAR CONSECUTIVE
- c) 4 YEAR B.ED.
- d) 2 YEAR CONSECUTIVE + 3 YEAR B.A.

2 CHOICE OF MODE

- a) RANDOM NUMBERS
- b) PRIORITY LOOPS

3 PROJECTIONS

- a) COSTS
- b) PROGRAMS
- c) FIVE YEAR RUN

4 VARIABLES

- a) LIST VARIABLES
- b) VARIABLE LIMITS
- c) STEP INTERVALS

5 PRO-RATE

- a) IN-SERVICE
- b) GRADUATE

STAGE II

VARIABLE MANIPULATIONS

1 FORMULA FOR FINANCE GENERATION

- a) BASIC INCOME GRANT
- b) BASIC INCOME UNIT
- c) TUITION RATE
- d) MEAN GOVERNMENT TUITION RATE

2 PROJECT

- a) COSTS
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3 PRINTOUT OF SUCCESSFUL COMBINATIONS

STAGE III

UTILIZATION OF PRINTOUT INFORMATION

I STUDENT - STAFF RATIO

- a) CORRECT FOR CRITERIA NUMBER
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- c) CALCULATE CONTACT HOURS OR EQUIVALENT
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- f) CALCULATE COST PER CREDIT

STAGE IV

DEVELOPMENT OF COST EFFICIENCY

1 COST PER CREDIT

a) COMPARE PER PROGRAM

b) FACULTY USE PER PROGRAM

NEEDS AND DIRECTIONS ASSESSMENT SURVEY INSTRUMENT

1. The main aim of the College of Education should be to produce teachers with a zest for teaching.
2. Lincoln and Welland counties should show a preference for hiring Brock College of Education graduates.
3. The College of Education should place an emphasis on "Canadian" content in curriculum.
4. The College of Education should promote an atmosphere conducive to educational research.
5. The College of Education faculty should be available for consultation from public institutions.
6. The teacher training program should serve local needs and purposes.
7. The College of Education should integrate its program offerings with the University.
8. The College of Education should screen prospective students carefully in order to ensure quality graduates.
9. The College of Education and Niagara College should cooperate in the venture of pre-school teacher training.
10. The College of Education should "take over" the Ministry of Education "in-service" programs.
11. The College of Education should train generalists rather than specialists in education.

12. The teacher training program should serve national needs and purposes.
13. Teacher quality can be improved if more money is allocated to teacher training.
14. The College of Education should spend proportionately more time in the teaching of practical courses.
15. Only the most capable and most professionally interested teachers should be chosen as College Associates.
16. A graduate of the College of Education should be able to teach at the elementary or secondary level.
17. Practice teaching periods should be lengthened.
18. The College of Education graduate should above all else "know his subject matter".
19. Students selected for teacher training should fall within the top thirty per cent of graduating high school seniors.
20. All teachers graduated from the College of Education should know how to teach reading.
21. Welland and Lincoln county teachers should be given financial inducements for in-service training.
22. The College of Education should coordinate planning with industry and the local school districts.
23. The College of Education should aim for the individualization of students' programs.
24. The College of Education should exist primarily for the pre-service training of teachers.

25. The College of Education should offer graduate courses in education.
26. The College of Education should actively seek jobs for its graduates.
27. The College of Education should be research orientated.
28. The College of Education's main aim should be to teach in-service courses for practising teachers.
29. The College of Education should cooperate with Community Colleges in technical areas of teacher training.
30. The College of Education should seek the advice of outside "experts" in developing its curriculum.
31. The College of Education should develop a concurrent rather than consecutive educational plan.
32. The College of Education should develop an educational plan without external guidelines.
33. Tax allocations for education are fairly assessed.
34. The College of Education should be detached from the politics of the region.
35. Community services should be open to College of Education program use.
36. The College of Education should offer a Bachelor of Education degree.
37. The College of Education facilities should be open for use on public demand.
38. The College of Education should utilize community resources whenever possible.

39. The College of Education should be responsible to local boards of education.
40. The accountability practices in industry are applicable in education.
41. The College of Education faculty should be highly qualified academically.
42. Regional differences are important in developing an educational plan.
43. The College of Education should be responsible to University policies.
44. The College of Education should expand into teaching in business and industry.
45. The College of Education alone, should be responsible for its development policy.
46. Graduates of the College of Education should maintain the status quo of society.
47. The College of Education should restrict enrollments in response to the job market.
48. Cost factors are more important than educational needs in program development.
49. The College of Education should improve its public relations within surrounding communities.
50. The College of Education should consult the Ministry of Education in all matters of College curriculum.
51. All teachers should aim to hold a masters degree in education.
52. College of Education faculty should all hold teaching certificates.
53. The College of Education should offer a K to 13 teacher training program.

54. The College of Education should act independently of the Ministry of Education.
55. The College of Education resources should be decentralized for efficient community use.
56. Less of the College curriculum should be taught within the school setting.
57. The College of Education should be a community resource centre.
58. The College of Education should be doctrinaire in its views of education.
59. College of Education graduates initiate beneficial changes in societies values.
60. The College of Education should actively seek alternatives for unemployed teachers.
61. The College of Education should prepare teachers for technological advances in education.
62. The College of Education should cooperate with Lincoln and Welland counties in offering in-service programs.
63. College of Education students should pay fees comparable to other university students
64. All College of Education graduates should have preparation in teaching French.
65. The College of Education should be accountable to the public.
66. Practice teaching should be available at both the elementary and secondary levels.
67. The College of Education should develop a two year training program.

- 1 -

THE ESSEX COUNTY BOARD OF EDUCATION

BRIEF TO
COMMITTEE ON COSTS OF EDUCATION
MEETING
IN LONDON ON 30 OCTOBER 1972

S U M M A R Y

1. Policy of this Board.
2. A problem not shared by most boards.
3. Cutting of the pie.
4. Specific suggestions.
5. Attachments - 2.

/mp

1. Policy of Essex County Board of Education

From time to time trustees of this Board enunciate their goal as an aim to provide the best possible educational opportunities for Essex County at a reasonable cost. While each individual will have his own ideas as to what facets of education offerings are most desirable, the overall consensus is influenced to a degree by the Board's professional staff (from teachers right through to Director) and largely by recommendations of the Minister of Education through subsidies and stimulation grants. It is here submitted that the present system of ceilings with weighting factors replacing stimulation grants and applying only to those Boards who "last year" were above a non-published median fails to support boards such as that of Essex County with much needed ministerial advice and dollars. Taking "Major Work Programme" as one possible example, how is the Board to assess its value without specific information in advance of budget as to available financial assistance (stimulation grant, weighting factor, or whatever)??

2. A Problem in Essex County Not Common to Most Other County Boards

The Essex County Board of Education was one of the few County Boards that did not have the "benefit" of an already organized Board of Education at the time of its organization in January 1969. Its "inheritance" was a large number of relatively small one school public school boards, four one school high school boards, one high school board with no schools and one with two and four public school boards with two to four schools each. The setting up of an administrative system beginning with zero assets in buildings, office equipment and personnel would appear to have been relatively more costly to this Board than to those which added on to an existing system. The costs thereof must have reduced the funds more directly available to the schools. To date provincial financial assistance has not been provided in an effort to recognize this type of discrepancy as between Boards which is the alleged aim of our basic grant structure.

3. "Cutting of the Pie"

It is recognized that government at senior levels must determine the proportion of total revenues to be devoted to social services in the broadest concept. It is conceded further that senior government must decide on the total funds to be available for that social service designated "Education" in its broadest concept. Certainly the government of Ontario must decide on the relative financial resources allocated to each of the three traditional areas of education (elementary, secondary and tertiary or post secondary). It would appear that the impetus given to secondary education in the 1960's through generous federal aid in capital costs has led to a present inequality as between elementary and secondary funding. This Board finds greater difficulty with its elementary budget under existing ceilings and factors than with its secondary budget. Without presuming to judge without full and accurate information, we must hope that the proportion of money for tertiary education (admittedly under a different ministry) is under constant review relative to the needs of the other sectors. It is claimed that a nearby university has a ratio of "teachers"/all other personnel of 1/1 whereas the corresponding ratio for this county is approximately 4/1. Are we assured that building programmes for universities and for colleges of applied arts and sciences are being as carefully evaluated as those for elementary or secondary schools.

4. There follow hereunder several specific suggestions each of which is really covered in the foregoing general statements:

- (a) Boards have relatively little control over salaries which comprise the major cost in every budget. Caretaker costs in Essex appear significantly higher than provincial averages with the result (under ceilings) that some other area of education must be curtailed.
- (b) This Board recently supported a motion of the Dryden Board of Education which claimed that the weighting factors applicable to costs of schools for the trainable retarded resulted in funds being taken from the basic secondary programmes for this special purpose.
- (c) There is an undeniable cost to Boards when community use of school facilities is provided. While such costs may be classed under "extraordinary expenditures" school trustees still feel that basic education may be somewhat curtailed as a result.
- (d) "Basic Education" may be most simply defined as the traditional "three R's". Better, in this day and age, it may be defined as a total offering by Boards of Education including in addition to the "three R's", various enrichment programmes provided for all pupils, special programmes provided for pupils according to their individual needs and a variety of services involving non-teaching but equally essential personnel as psychologists,

psychometrists, social workers, nurses, etc. etc. Until such time as all Boards have had an opportunity to establish an acceptable pattern of basic education as needed by the whole spectrum of young people in the age range of 5 to 18 or 4 to 21 or whatever, positive advice backed up by stimulation funds should be available from the Ministry of Education. The advice without the wherewithal leaves much to be desired.

- (e) Upgrading of qualifications has been a proper concern of all conscientious teachers for many years. The corresponding increase of salaries has long been an accepted corollary. The current requirement for elementary teachers to hold a university degree has caused an acceleration of salary costs in the elementary panel which now necessitates at least the removal of those limitations which will prevent some boards from reaching the maximum approved expenditure per pupil in 1973.
- (f) We understand that more finely graduated weighting factors are planned for 1973 and endorse this as a necessary move.
- 5. (g) The Essex County Board of Education attempted to assist the Committee on Costs by circulating a one page memorandum (copy attached) to all municipalities and teacher organizations within the county.

One submission from the Town of Tecumseh is attached hereto as requested by that council.

M. Parks
Chairman of the Board

R. A. Cozens
Acting Secretary of the Board

Attachments (2)

THE ESSEX COUNTY BOARD OF EDUCATION

MEMORANDUM TO: Essex County Municipal Councils, Teachers' Organizations,
Public Elementary and Secondary School Principals

October 3, 1972

COMMITTEE ON COSTS OF EDUCATION

Please be advised that The Essex County Board of Education plans to present a brief to the Provincial Committee on Costs of Education at its hearing in London on 30 October 1972.

The Minister of Education has requested this Board to assist in publicizing this hearing. Any person or organization wishing to present a brief or wishing to appear to speak in person may do so by advising Committee on the Costs of Education, O.I.S.E., 102 Bloor St. W., Toronto 5, Ont.

It will be greatly appreciated by The Essex County Board of Education if persons or organizations within the County will communicate to the Board at Box 357, Leamington, Ontario, any suggestions for inclusion in our brief.

Suggested deadline for submissions to be included in same is 18 October.

R. A. Cozens
Acting Secretary of the Board

M. Parks
Chairman of the Board

/mp

Reeve — Préfet
ARMAND BACON

Deputy-Reeve — Sous-préfet
ROLAND LAFORET

The Municipal Corporation

Councillors — Conseillers

GRAHAM JONES
WM. E. DUNNING

Clerk-Treasurer — Greffier

L. A. LESSARD, A.M.C.T.



917 LESPERANCE RD. — WINDSOR 30, ONT.

October 11th, 1972.

Essex County Board of Education,
Box 357,
Leamington, Ontario.

Dear Sirs:

Please be advised that at the meeting of Council held on the 10th day of October, 1972, the following resolution was passed:

"Moved and Seconded THAT;
WHEREAS the cost of education has risen to a point where it is placing an unbearable burden on property tax payers especially those with a fixed income,
AND WHEREAS the cost of education should be borne by those with the ability to pay and removed from the municipal property tax;
NOW THEREFORE BE IT RESOLVED THAT:
The Council of the Town of Tecumseh requests that the Provincial Committee on the cost of Education be requested to consider that the Provincial Government bear 100% of the cost of education in order to remove this charge from property taxation."

It would be appreciated if your Board would include this resolution in your brief to the Committee on Costs of Education.

Yours very truly,

L. A. Lessard,
Clerk-Treasurer.

LAL/cl
cc:

Committee on the Costs
of Education, O.I.S.E.,
102 Bloor St. W.,
Toronto 5, Ontario.

RECEIVED

OCT 15 1972

THE ESSEX COUNTY
BOARD OF EDUCATION

HIGH SCHOOL

ON THE COSTS OF EDUCATION

We understand that your Committee, following its review of the costs of educational programs and based on its findings of relative cost effectiveness, will recommend policies with respect to future programs to be maintained. We are concerned that certain highly desirable programs, which are sometimes regarded as marginal, may be eliminated by the Department of Education because insufficient evidence may be presented to you on their real effectiveness, taking costs into consideration. Our time and resources will allow us only to refer to the following:

1. School Health Program of Ottawa Board of Education

The Ottawa Board of Education maintains health centres in all schools, staffed by a total of 50 public health nurses and utilized for both routine medical and dental inspection and for referral for remedial dental care for students from families with low incomes. There is sound evidence that these school health centres are the most cost effective means of applying preventive medicine. Children can be most effectively and efficiently checked for possible medical or dental problems in the schools where they are present every day.

It is our understanding that the Regional Health Authorities are to become responsible for this program after 1973. We do not expect to provide the same standard of effectiveness. They do not have the same constant contact with the students, currently maintained by the school nurses. The Budget available to the Medical Officer of Health is quite insufficient for this purpose.

2. Use of Specialists by Ottawa Board Of Education

There are a number of areas in the school system that have been staffed by specialists. Cost constraints in Ottawa are now leading to possible elimination of these teachers with specialist qualifications. We regard this as highly pernicious. On grounds of cost effectiveness, the considerable capital expenditure on gymnasium equipment, sporting equipment, musical instruments etc, suggest that the elimination of these programs would be wasteful.

(a) Physical Education in primary schools. Much of the equipment will be used without the presence of a specialized instructor.

(b) Industrial Arts Programs in Primary Schools: A specialized instructor is essential.

(c) Instrumental Music in Primary Schools: In Ottawa this program has been several times threatened by budgetary considerations.

(d) Remedial Reading, Spelling and Handwriting: These programs frequently call for the services of specialists.

Geo/rev Doctoray

Dan Kelly

Municipality of the Township of Ennismore

Norman K. Kyle, Clerk-Treasurer, Tax Collector, Relief Officer

ENNISMORE P.O. - ONTARIO

Phone 292-9892

October 18, 1972

Dr. J. R. McCarthy
Executive Director
Committee on Costs of Education
Room S0944
252 Bloor Street West
Toronto 181, Ontario

Dear Sir:

The Council of the Township of Ennismore would like to thank you for the opportunity to appear before the Committee and present this brief. The Council and the Ratepayers of the Township find it very unacceptable that the costs of Education charged to our Township and Individual Ratepayers have increased so greatly since 1968.

We have enclosed a Breakdown Sheet No. 1. This data compares our equalized assessment and our school levies giving percent increase or decreases and also the amount and percent change of the total School levy for the Board.

In the year 1969 our equalization factor changed from 20 in 1968 to 17 in 1969, which accounts for some of the increase in the assessment for that year.

In 1970 we were assessed at market value and this accounts for some of the large percent increase in our assessment over 1969. In order to prove this statement we worked out the following for our total assessment.

Cont'd

- 2 -

1969 added assessment \$201,290. equalized at a factor of 17
= 1,183,987
1969 equalized assessment = 14,209,296
Total = 15,393,289

This should be our 1970 equalized assessment.

In 1970 we used our assessment at market value and adjusted
by our factor of 98. = 20,464,265

Compared with our 1969 assessment
adjusted with increase in assessment = 15,393,283
Difference 5,070,982

We have worked out a similar Calculation for Burleigh-
Anstruther Township of this County who are also assessed at
Market Value.

1970 assessment at market value = \$17,132,115
1969 assessment 1,447,475, with a factor of 1.1 = 13,157,548
Difference \$ 3,974,567

To show how the reassessment affected the different types of
property I have compiled the following information:

SCHEDULE A

Class of Property	1969 Assessment	1969 Factor	1969 Equalized Assessment	1970 Assessment	% Difference
Farm	5800	17	34,115	33,550	-0.17
Vacant Lake Lot	100	17	588	6,700	+1039.50
Residence on Lake	2600	17	15,293	19,000	+24.20
Vacant Lot	175	17	1,029	2,000	+94.40
Residence on a Lot	5100	17	29,998	29,050	-0.30

We have obtained the following information from Smith Township Sale and Assessment records for the year 1969. Smith Township is across the Chemong Lake from Ennismore Township.

SCHEDULE B

Class of Property	1969 Assessment	1969 Factor	1969 Equalized Assessment	Sale in 1969	% Difference
Farm	6,125	21	29,203	30,000	+ .27
Vacant Lake Lot	250	21	1,190	6,000	+404.00
Residence on Lake	2,525	21	12,019	18,500	+53.92
Vacant Lot	275	21	1,309	2,300	+75.71
Residence on a Lot	3,975	21	18,921	22,900	+21.03

Considering that the above data on Smith Township is based on Sales we would consider that Schedule A for Ennismore and B for Smith is comparable information.

From this you can see that Residential Land and Farm Land were assessed for most purposes correctly with the Factor, but the other three classes were not. It is our contention that all buildings were for most purposes assessed correctly, this leaves the Vacant Lots which were approx. 50% assessed and the Lakeshore Lots out approx. 600%. Since Ennismore and Burleigh-Anstrutner have a considerable amount of Lakeshore this would probably account for the differences in the assessments using the factor and at market value. This brings us to the conclusion, considering Schedule A & B, that all Municipalities that have Lake Shore and Vacants Lots can only compare assessments, with equalization factors or at market value. You can not compare one using a factor and another that is assessed at market value.

We have worked out a Breakdown Sheet #2 using the same properties as in Schedule A. These properties were picked at random from the Assessment and Tax Rolls of the Township for the years 1968 to 1972.

This data shows how the reassessment and school levies have affected the different types of land use in the Township.

In the year 1970, because of the reassessment at market value you can see the drop in the Farm and Residential School Tax.

As you may observe from this sheet in the year 1969 all properties increased 29.8% and in the year 1972, 19.5% for Educational Costs. These increases are very unacceptable to the Township and Ratepayers.

We have prepared in Breakdown Sheets #3, 4, & 5, which give School Costs and Assessment in 1969, compared with 1972 and the Percent Change.

It is very difficult to find any common factor between the assessments and the school levies. The outstanding observation is that the City of Peterborough, with over 43% Commercial Assessment and Assessment increases of approx. 33% has had there Levy reduced some 16%, at the Expense of the County Municipalities.

We have enclosed also the Apportionment and Schedule of Education Mill Rate Subsidy Sheets as prepared by the Peterborough County Board of Education. This Schedule which arrives at the Mill Rates and Levies for the Municipality is dependent on the Local Assessments, Equalization Factors, Equalized Assessment and a column called 1969 Post Subsidy Break Even Mill Rate.

In regard to the Local Assessments, Equalization Factors, and Equalized Assessment we have pointed out a difference for our Township between the 1970 Assessment at Market Value \$20,464,265 and the 1970 Assessment using our 1969 Factor \$15,393,289 of \$5,070,982.

Since most of the Municipalities in this area board have considerable Lake Shore, we feel that there is a comparable amount of equalized assessment that is not being assessed properly, as was the case in our Township in 1969. This brings us to the conclusion that we are being over levied for School Purpose on \$5,070,982 Assessment and all other Municipalities that are not reassessed are being under levied on a comparable amount of Assessment.

The Column, 1969 Post Subsidy Break Even Mill Rate, in our opinion is a very important governing factor, as to what the rates will be and perhaps is the common factor that is needed to show a trend in the Sheets 3, 4, & 5.

It is our understanding from the Board of Education Officials that this factor was originated in 1969. When considering the information on our reassessment at Market Value, perhaps the formula for the 1969 Post Subsidy Break Even Mill Rate should have been reviewed.

In conclusion we would appreciate an explanation to the following points:

- (1) From the information in the Breakdown Sheet #1, why has our School Costs risen so greatly in Comparison to our increase in Assessment when our share of School Costs in the area is approximately 2.5% and the Boards Levy has decreased in the past two years.

72) (2) From the information in Breakdown Sheet #2, which gives you the figures of how the increases in the Costs of Education have affected the Rate-payer - can any explanation be given to a Rate-payer that can justify increases of 29.8% and 19.5% in School Taxes.

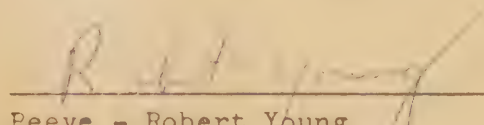
(3) From the comparison made between Assessment using a factor to 100% and a Municipality Assessed at 100% - do you believe some Subsidy Adjustment should be made to reflect the differences as shown. If not? why not!

(4) In the Schedule of Education Mill Rate Subsidy re: The 1969 Post Subsidy Break Even Mill Rate. How was this figure arrived at for our Township? Do you feel considering the differences in Assessment using a factor to 100% and a Municipality Assessed at 100%, that this figure should be adjusted to reflect the differences?

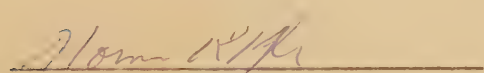
(5) Why have the Costs of Education gone down in the Urban Centres where there is a much greater amount of Commercial Assessment and the cost to the Rural Areas have gone up greatly. It might be pointed out that we are not receiving a better quality of Education.

Thank you for your time and considerations.

Yours respectively submitted,
TOWNSHIP OF ENNISMORE


Reeve - Robert Young


Deputy Reeve - Dave Gifford


Clerk - Norman K. Kyle

BREAK-DOWN SHEET #1

Year	Total Equalized Assessment	% over Previous Year	Public School Assessment Equalized	% over Previous Year	Secondary Levey	% change Previous Year	Public Levey	% change Previous Year	Total Levey	% change Previous Years	Amount of Total School Board Levies	% change Previous Year
1972	R 21,101,015 C 856,450 T 21,957,465	+5.38%	R 16,580,357 C 516,350 T 17,096,707	+7.34%	94,899	+15.86%	68,674	+39.69%	163,573	+24.79%	6,717,992	-4.87%
1971	R 20,001,520 C 834,600 T 20,836,120	+4.154%	R 15,560,875 C 366,250 T 15,927,125	+3.75%	81,910	+5.32%	49,161	-4.54%	131,071	+1.39%	7,061,543	-0.15%
1970	R 19,571,012 C 893,253 T 20,464,265	+44.02%	R 15,288,800 C 376,600 T 15,665,400	+53.77%	77,776	-5.30%	51,501	+32.04%	129,277	+6.72%	7,169,747	+0.18%
1969	R 13,757,671 C 451,625 T 14,209,296	+32.18%	R 9,878,731 C 308,981 T 10,187,712	+34.16%	82,131	+53.02%	39,005	+60.00%	121,136	+55.20%	7,157,150	
1968	R 10,365,725 C 384,035 T 10,749,760		R 7,382,925 C 204,810 T 7,587,735		53,672		24,378		78,050			

NOTE Unequalized Total Assessment

1970 Factor 98

1969 Factor 17

1968 Factor 20

R 19,179,745
C 875,395
T 20,005,140

R 2,339,740
C 76,807
T 2,416,547

R 2,073,145
C 76,807
T 2,149,952

Unequalized Public School Assessment

R 14,982,910
C 360,100
T 15,352,100

R 1,679,415
C 52,530
T 1,732,015

R 1,476,585
C 40,962
T 1,517,547

BREAK-DOWN SHEET #2

CLASS:	Ruth Irwin Farm	Emmett Sheehy Vacant Lake Lot	Earl Smith Res. on Lake	Edwin Sanders Vacant Lot	Donald Wood Res. on a Lot
Year 1968					
Assessment	5,800	100	2,600	175	5,100
School Tax	249.40	4.30	111.80	7.53	219.30
Per Cent Change					
Year 1969					
Assessment	5,800	100	2,600	175	5,100
School Tax	323.64	5.58	145.08	9.76	284.58
Per Cent Change	+29.8%	+29.8%	+29.8%	+29.8%	+29.8
Year 1970					
Assessment	33,550	6,700	19,000	2,000	29,050
School Tax	239.21	47.77	135.47	14.26	207.13
Per Cent Change	-26.0%	+756.%	-.66%	+46.%	-27.2%
Year 1971					
Assessment	33,550	6,700	19,000	2,000	29,050
School Tax	232.84	46.50	131.86	13.88	201.61
Per Cent Change	-.27%	-.27%	-.27%	-.27%	-.27%
Year 1972					
Assessment	33,550	6,700	19,000	2,000	29,050
School Tax	278.13	55.54	157.51	16.58	240.82
Per Cent Change	+19.5%	+19.5%	+19.5%	+19.5%	+19.5%

BREAK-DOWN SHEET NO. 3 FOR THE YEAR 1969

	Equaliz- ing Factor	ELEMENTARY		SECONDARY		Total School Levy
		Total Ass.	Amount of Requisition	Total Ass.	Amount of Requisition	
Asphodel	22	7,730,541	34,555	9,955,422	68,783,	103,338
Balmount-Methuen	21	18,776,415	81,276	18,776,415	111,507	192,783
Burleigh-Anstrother	11	12,304,906	52,948	12,304,905	62,881	115,829
Chandos	19	8,572,345	34,336	8,572,353	39,756	74,092
Douro	24	11,274,263	46,037	14,570,376	84,262	130,299
Dummer	31	11,894,346	53,670	11,953,827	69,627	123,297
Ennismore	17	10,772,248	39,007	14,367,456	82,131	121,138
Galway-Cavendish	18	10,581,931	45,854	10,581,931	52,924	98,778
Harvey	16	20,514,038	81,052	20,514,038	93,013	174,065
North Monaghan	10	5,969,500	26,528	7,329,800	42,831	69,359
Otonabee	24	18,013,108	80,569	20,401,996	127,834	208,403
Smith	21	45,959,395	190,219	45,680,530	262,844	453,063
Lakefield	27	8,565,223	40,141	9,165,436	51,533	91,674
Norwood	31	3,732,505	16,228	3,732,503	25,716	41,944
Havelock	36	3,367,567	17,055	3,367,566	23,258	40,313
Peterborough	29	321,233,606	2,537,070	367,188,329	2,537,070	5,136,777

BREAK-DOWN SHEET NO. 4 FOR THE YEAR 1972

	Equaliz- ing Factor	ELEMENTARY		SECONDARY		Total Amount of Requisition
		Total Equalized Assessment	Amount of Requisition	Total Equalized Assessment	Amount of Requisition	
Asphodel	20.40	9,854,862	38,543	10,932,892	46,367	84,910
Belmont-Methuen	16.95	26,241,185	108,669	26,241,185	125,289	233,988
Burleigh-Anstruther	100.00	17,393,577	73,230	17,393,577	77,629	150,859
Chandos	20.20	8,740,524	43,810	8,740,524	37,856	81,666
Douro	19.05	15,372,325	63,790	19,790,824	87,510	151,300
Dummer	23.19	16,657,887	71,344	16,735,830	59,355	130,699
Ennismore	100.00	15,970,658	68,674	20,942,992	94,899	163,573
Galway-Cavendish	12.81	15,622,053	65,117	15,612,053	68,775	133,892
Harvey	12.36	29,424,377	119,362	29,424,377	129,588	248,950
North Monaghan	10.74	7,367,756	31,544	7,460,866	32,691	64,235
Otonabee	20.10	23,447,388	105,152	26,541,253	116,380	221,532
Smith	18.50	58,719,638	271,536	60,369,610	266,527	538,065
Lakefield	21.45	11,760,848	53,624	12,597,490	55,114	108,738
Norwood	24.39	5,395,539	23,985	5,395,539	23,131	47,116
Havelock	31.50	4,196,180	23,946	4,196,180	18,834	42,780
Peterborough	25.20	428,569,544	2,203,597	484,455,786	2,112,122	4,315,709

BREAK-DOWN SHEET NO. 5 COMPARING % CHANGE OF 1972 OVER 1969 AS PER SHEETS 3 & 4

	Elementary		Secondary		
	Total Equalized Assessment	Amount of Requisition	Total Equalized Assessment	Amount of Requisition	Total Education Requisition
Asphodel	+27.5	+11.5	+ 9.82	-32.5	-17.8
Belmont-Methuen	+39.8	+33.7	+39.8	+12.4	+21.4
Burleigh-Anstrother	+41.4	+38.3	+41.4	+23.5	+30.2
Chandos	+ 1.7	+27.6	+ 2.0	- 4.8	+10.2
Douro	+36.3	+38.6	+35.8	+ 3.9	+16.1
Dummer	+40.0	+32.9	+40.0	-14.8	+ 6.0
Ennismore	+48.3	+76.1	+45.8	+15.5	+35.0
Galway-Cavendish	+47.6	+42.0	+47.6	+29.9	+35.5
Harvey	+43.4	+47.3	+43.4	+39.3	+43.0
North Monaghan	+23.4	+18.9	+ 1.9	-23.7	- 7.4
Otonabee	+30.2	+30.5	+30.1	- 9.0	+ 6.3
Smith	+27.8	+42.8	+32.2	+14.0	+18.8
Lakefield	+37.3	+33.6	+37.4	+ 6.9	+18.6
Norwood	+44.6	+47.8	+44.6	-10.0	+12.3
Havelock	+24.6	+40.4	+24.6	-19.0	+ 6.1
Peterborough	-33.4	-13.1	+31.9	-16.7	-16.0

Presentation to: Committee on Cost of Education

From: Education Committee and Executive,
Peterborough and District Home and School Council

As taxpayers, we commend the government for effecting economies in any area of government spending, including the area of education. However, we contend that measures which result in the lowering of the quality of education are "false economy". It is our belief that the present system of "ceilings and grants" is leading us to an inevitable decline in the quality of education in Peterborough County.

We believe that the government must take a close look at its priorities. It does seem strange that in the area of compulsory education -- the age 5-16 group -- the least amount of money is spent on a per pupil basis. Surely the first responsibility is to this group!

WE believe in the uniqueness of the individual child. We believe that this individuality must be recognized in the classroom by helping each student to become aware of his own potential and understanding of the potential of others. His individuality should be respected. His achievement should be measured against his own progress, not simply against that of others.

Basic to the realization of this philosophy, is the teacher. Assuming he has the training, experience, and personality to develop such a philosophy, he still must have satisfactory working conditions:

- a reasonable number of students for whom he is responsible,
- classes of reasonable size,
- opportunity to share in shaping the decisions which will affect his work,
- time to prepare and assess lessons,
- time for professional development and self-improvement,
- an atmosphere of security
- adequate resources (supplies, personnel, facilities).

The imposition of ceilings has made its greatest impact in this very area -- that of working conditions. At a time when more is expected of our teachers, we are forced to provide deteriorating conditions. This anomaly is apparent in many ways.

Isn't it a paradox that:

government policy declares that elementary teachers must soon hold a university degree -- automatically involving higher salaries, at the same time that it has applied ceilings which prohibit further spending?

while stressing the philosophy of individualized progress, the imposition of ceilings has reversed the trend to-ward lowering the pupil-teacher ratio?

during the past ten years, so much effort and money have gone into the retention of students in secondary and post-secondary schools, yet those who have been trained for a career in education cannot find work to be productive members of society. Meanwhile teachers in the system struggle, often ineffectively, with too many students, too little help and very little say in what is going on?

a recent Position Paper (Sept. /72 New Dimensions), dealing with a cyclical review of the Intermediate years, recommends a broader, more individualized program. At present even Secondary Schools are having difficulties making ends meet with the variety of programming they are expected to provide. How can changes of this sort be made at the grade 7 and 8 level under current ceilings?

because of the formation of county boards and the accompanying philosophy of equalizing educational opportunity, school boards are required to supply with ever-diminishing funds, equal programs to rural and city students. How can Library Resource services, psychological and remedial services, art and music programs, Kindergarten, Home Economics and Industrial Arts, Conversational French and swimming programs for example, be expanded within the framework of current restrictions without lessening the quality? We feel that our Board has made heroic efforts in this area, but funds are inadequate.

in high schools, because vocational areas were so strongly encouraged by the governments, we now have wonderful facilities and meaningful programs designed for the non-academic student, and a low pupil - teacher ratio; but in the equally important academic areas we find teachers over-burdened with too many students?

in an age of greater sophistication in dealing with learning, emotional and social problems, a school district, which before amalgamation had one psychologist for a city area, is having to make-do to-day with one psychologist for the whole county? Imagine the frustration of our guidance department people last spring when they received a memo from Psychological Services which said "Because of lack of staff we are unable to accept any more referrals"!

In an age of pressures, drugs, insecurity and changing patterns such as we face to-day, a group of concerned citizens, working through the Home and School Council, spent three years researching a program in Human Relations. The program was designed to promote self-respect -- self knowledge -- self discipline -- responsibility -- decision making -- understanding of self, community, and world. It was, in other words, a course which would come to grips with our society. The suggested program received county-wide approval. It received the approval of the Board of Education and the Administration. To-day it is so jeopardized by lack of funds it may never get off the ground. There is little hope of hiring a co-ordinator or of providing adequate teacher training.

We are concerned about the effect on costs of the movement to establish increasing numbers of separate school zones in Peterborough county and throughout Ontario. At present there is no legislation to ensure that existing space is not left empty as a result, while new space is built for separate schools.

With these points in mind, we would recommend:

1. re-assessment of priorities
2. a re-assessment of ceilings based on priorities
3. that cost implications of new proposals be carefully considered before they become policy.
4. greater flexibility and allowance for local program research -- for example, Human Relations and Environmental programs.
5. re-organization of grant structure so there is greater incentive to save in grant areas. At present, in bussing (extra ordinary expenditure) for instance, money saved cannot be used for other educational purposes in the county (ordinary expenditure).
6. the policy of gradually increasing the percentage of education costs paid by the provincial government, and gradually reducing the local levy be continued; but not at the expense of local autonomy.
7. a clear policy be established regarding existing space, to ensure shared use of facilities in areas where formation of separate schools would otherwise leave vacant facilities.

October 19th, 1972.

THE PETERBOROUGH COUNTY BOARD OF EDUCATION

P.O. BOX 719
PETERBOROUGH, ONTARIO

October 19, 1972.

TO: Committee on Cost of Education

FROM: The Peterborough County Board of Education

SUBJECT: Presentation of Brief -
Costs of Education

I. I. Co-ordination of Policy at the Ministerial Level

The imposition of ceilings has been a political measure which has attempted to control the growth in education costs. It has had the effect of forcing the School Boards to take a close look at their budgets and bring about economies which may otherwise not have been realized. However, after a two-or three-year period of such an exercise, the School Boards will find that there are no further economies to be made. At that time, the root causes of the increases in educational costs will become apparent.

It has been assumed that the increase in educational costs could be attributed to the spending policies of the School Boards and that by imposing ceilings on the Board, costs could be brought into line. On closer analysis, however, the major elements of cost increases can be attributed to policies promoted by the Department of Education during the past few years; for example,

- (a) Equalization of educational opportunity has caused a considerable expansion in the facilities and services offered by the School Boards.
- (b) The upgrading of qualifications of elementary teachers has caused and will cause a radical increase in the cost of salaries in this panel - almost double the cost.
- (c) The creation of composite schools with sophisticated vocational shops has proved to be an expensive policy in terms of the building of such schools, equipment and replacement thereof, the staffing of the vocational function and often very small classes.
- (d) Creation of community colleges, which duplicate facilities and roles already performed by secondary schools.
- (e) Encouragement to build larger schools and phase out small schools in the rural areas and transport the children.
- (f) Development of special education functions.
- (g) Promotion of the idea of community use of schools.

Does the imposition of ceilings imply the cancellation or reversal of these policies? Not according to a speech made by the Honourable Darcy McKeough, in presenting the budget to the Ontario Legislature in 1971. In this speech, he mentions: "The expenditure ceilings already announced are sufficiently generous to permit every School Board to maintain and even improve the content and quality of its service while preventing excessive increases in overall expenditures. In conjunction with this necessary and desirable control on School Board spending, the province has budgeted for a further larger increase in its legislative grants in 1971-72." "I am convinced that these two measures - expenditure control and increased provincial support - will insure and improve cost performance in the education sector without any deterioration in quality and a reduction in school property taxes across the province generally."

Some of the above policies are veritable financial time bombs; for example, the upgrading of teacher qualifications in the elementary panel cannot help but force an enormous increase in the total cost of elementary teachers' salaries. In addition, working conditions of elementary teachers will have to be equated to those of secondary teachers.

II Local Development of Curriculum

The move away from prescribed texts, the proliferation of courses at the secondary school level, and the encouragement of innovative teaching techniques, has caused a vast increase in the workload of school teachers and administrative staff. It would not be an exaggeration to say that in excess of one-half million dollars per year is spent by many Boards in the development of curriculum for their schools. This is a challenging, exciting and interesting development but also a very costly one and we cannot be surprised if the teachers require additional time off classes for the preparation of their teaching materials. A reasonable estimate is that "local" curriculum building will eventually account for 10 percent of school budgets.

III Teachers' Associations

The emergence of the Teachers' Associations as highly organized and active political powers on a province-wide basis leaves school board trustees unable to meet the demands of salary negotiations, much less those of working conditions, under the present ceiling structure.

We may expect to see demands for a meticulous definition of the teachers' workload. The issue has already been raised as to what constitutes voluntary services rendered by the teachers. Close definition of teachers' workloads and responsibilities will gradually inject an element of inflexibility into the school system which will inevitably cause costs to increase.

IV The Establishment of Community Colleges

Community Colleges have been established without a clear delineation of the role to be played by the universities, the community colleges and the public high school systems. As a result, considerable overlap and duplication is occurring which, unless arrested immediately, will cause unnecessary increases in the total cost of education to the province. Amidst this confusion, one could ask what is to become of the vocational high schools, which have been set up at such enormous expense over the last few years.

V Post Secondary Education Costs

The cost per pupil at the post secondary education levels is greatly in excess of the cost per pupil at the elementary and secondary levels. At the early ages when education is most vital and is also compulsory, the least amount of money is being invested. It would appear that, in formulating policies, proper allocation of priorities should be taken into account.

VI Cost of Educating a Teacher

It used to be that some \$900.00 was spent in preparing a person to be a teacher. Now that university degrees are required, the costs have gone up to some \$4,000. a year for a period of four years. In addition to that, the university graduates expect to be paid several thousand dollars a year more over the next forty years of their working life, than the less highly qualified teachers of the past.

Admittedly, a well educated teacher performs better than one that has had only a small amount of teaching training, but is the cost commensurate with the benefits? There are many that believe that the criteria for elementary teachers should be teaching aptitude rather than a high level of university education.

RECOMMENDATIONS:

We recommend that:

1. A special study be made of the present and projected costs of existing policies, such as those outlined in Section I of this brief.

As explained in the brief, we believe that the Educational system is already committed to policies that have built-in increases, and that the policies that cause the increases must be modified in order to bring the costs of education under control.

2. That a system of priorities for the allocation of educational monies be prepared and made public.

At present, the general public and most of those involved in Education are not aware of how the Ministry decides to divide provincial funds between elementary, secondary, post secondary, research and administration, and arguments could be presented that the present system of allocation of funds is incorrect.

RECOMMENDATIONS: (Cont'd.)

3. That the Ministry reconsider present policies on local curriculum development, and that good course outlines be developed on which local areas can build and adapt at reasonable cost of time, energies and money.
4. That a task force be established to study the overlaps that occur in the role of the Community Colleges with
 - a) Secondary Schools
 - b) Universities
 - c) Other Community Colleges
 - d) Teacher Training Institutions

and that the Government take the actions necessary to eliminate these costly overlaps.

5. That if all elementary teachers are to have a degree, the whole matter of the teachers role be redefined, and that both the teachers expectations and what is expected from them be taken into account. In addition, that the economic feasibility of this policy be examined - whether we can afford it, and whether differentiated staffing offers a solution to this problem.
6. That the nature and structure of ceilings be changed, and that the following methods be considered:
 - a) That a ceiling be placed on pupil-teacher ratios, and that the cost of teachers' salaries be removed from ceilings.
 - b) That a curb on expenditures, similar to that in use in the Province of Alberta, in which a basic mill rate for educational purposes is levied to cover basic educational costs, and that expenditures in excess of that amount be subject, first to a limit of a certain percentage over the basic rate and second, that if expenditures should exceed that amount, that the excess be subject to local approval by referendum.
7. That the imbalance in spending priorities between elementary, secondary and post secondary sectors be redressed.

*A Brief
on*

The Costs of Education

Prepared for

THE COMMITTEE ON THE COSTS OF EDUCATION

by

THE LENNOX AND ADDINGTON COUNTY BOARD OF EDUCATION

October 23, 1972.

THE COSTS OF EDUCATION

There is very little doubt that in the past few years the costs of education have come under closer and more determined scrutiny than any other aspect of education. The government ceilings, in particular, have accentuated this assessment at every level of authority.

School boards and their administrators are inextricably entwined in the cross-currents of demands placed on them by teachers whose professional federations are better organized than ever, the parents whose expectations include expanded services and broader programs, and the limitations imposed by the Treasury Board and the Minister of Education.

Beginning perhaps with the Federal Government's involvement in vocational education, followed by reorganization within the Ministry of Education and the consolidation of educational administrations, the patterns of operation, of structure and of expectations have been built into our educational systems.

These patterns were supported by a rising economy, post war growth in enrolments and a general acceptance throughout society that any amount of money spent on education was a good investment. At the present time, all of these conditions have changed. Unemployment has become a Provincial and National concern, increased demands for other social needs such as health, environmental control and welfare are receiving more attention, elementary school enrolments are on the decline and it is no longer considered a fact that the Gross National Product will increase directly with the amount of money spent on education. As a result, we find that an expanded educational system faced with diminishing financial and popular support is in a precarious position when attempts are made to maintain the gains that have been achieved during the recent vintage years.

The ceilings on expenditures have caused boards of education with their administrative personnel to save money wherever possible rather than where it ought to be saved on a carefully worked out priority basis. What have been considered to be essentially basic requirements in our educational system are now being questioned to the point that the fabric of educational

development is on the verge of coming apart.

Some of the most obvious problems stem from the following:

1. The differences between the public's expectations of the number of children a teacher can deal with adequately in a classroom and the teachers' expectations, conditioned as they are by federation affiliates.
2. Individual timetables, special education, vocational education, attempts to provide a multiplicity of courses designed to meet individual needs all have had a bearing on the number of teachers required to operate a system. School boards, and boards of education have in the process been subjected to philosophies of the Ministry of Education on the one hand and the negotiating tactics of the federations on the other.
3. The spiralling costs of all of the goods and services which a board must supply conditioned by a general reluctance to raise taxes.
4. It is a well recognized fact that educational systems have assumed the cost of community use of schools, the education of trainable retarded children, psychological services, special education, and the increased emphasis on French instruction while municipalities have transferred some of their responsibilities such as assessment duties, hospitalization, justice and welfare to the provincial government. Without a clear understanding of what it is paying for the public feels it is spending a disproportionate amount on education.
5. Provincial and Federal budgets have, in recent years, had increasingly heavy demands placed on them because of the need for municipal water and sewer systems, housing, health services, unemployment insurance and a variety of programs designed to reduce unemployment. There has been less money available for education as a result.

The fear that educational fabric might be on the verge of coming apart stems from a number of considerations.

1. The ceilings imposed by the Treasury Board, and the general tightening of the money supply for education is restricting the local autonomy of boards.
 - (a) Building proposals are subjected to restrictions which are difficult to meet and which might even appear to be unattainable at the local level.
 - (b) Very little flexibility and choice in design and materials is left to local boards because of the inability of the regulations to keep pace with the costs of construction.
2. The ceilings will inevitably lead to the withdrawal of some educational programs even though local people might still desire them. The major cause of this will be the cost of staffing.
3. The ceilings with weighting factors only crudely take into consideration local conditions. The concept of equality of education is not a reality unless a more refined system of weighting factors compensates a local board for the extraordinary conditions it faces. There is a reduction in local autonomy if the restrictions imposed on the board cause it to reduce educational programs which it has already started or causes it to not begin programs which are well established in other areas and can be justified in terms of local demand.

Some consideration ought to be given to areas where reductions can be effected without undoing the worthwhile gains that have been made.

1. There needs to be a reconsideration of the priorities in terms of the financial resources. This ought to be done in advance so that boards can make adjustments. The need for additional money in the elementary field stemming from the Minister of Education's requirement that all prospective elementary school teachers have degrees before entering Teachers' Colleges in 1974, requires the provision of sufficient funds in time to meet these requirements.

2. The duration of elementary and secondary education from pre Kindergarten to Grade 13 over a period of fifteen years ought to be reconsidered. A reduction in the number of years to 13 including what is now taken in the Kindergarten to Grade 13 years would reduce the total cost of education considerably without sacrificing the gains made in program development.
3. The vocational education program needs to be put in a more practical perspective. Commercial and technical education have been excellent additions to the educational programs during the past ten years. They need to be re-assessed in terms of the current demands of society particularly with respect to the trade requirements of the Department of Manpower. Shop sizes and equipment are too large and expensive for the requirements and class sizes create expensive conditions within the limits set by the ceilings.
4. The requirement of a certificate for all people performing classroom instruction leads to inflexibility and inflated costs in the use of personnel. A more extensive use could be made of para-professionals and educational assistants in assignments that would free the certified professional for other essential work.
5. Special services such as health, dental, psychological, welfare, social worker, attendance councillor could well be provided outside of the ordinary expenditures. These are essential services and the school systems could very well have jurisdiction over them but they ought not to be reflected in the costs of education at the instructional level.
6. The costs of administration. Organizational structures need to be examined to insure that they make efficient use of personnel. If principals are trained to assume more responsibility, the number of supervisory officers ought to be minimal. A similar type of assessment is required in examining the roles of Commercial and Technical Directors, and Heads of Departments.

RECOMMENDATIONS

- 1. Educational priorities need to be reassessed and coordinated by the Ministry of Education so that resources match the philosophy.*
- 2. Serious consideration should be given to reducing school requirements to thirteen years.*
- 3. The vocational education programs need to be reassessed to coordinate training and make better use of personnel and facilities.*
- 4. Differentiated staffing should be considered as a means of utilizing talented people at less cost.*
- 5. An umbrella of special services should be provided outside the ceilings on ordinary expenditures.*
- 6. The ceilings on ordinary expenditures should be sufficiently flexible to provide for the particular needs of individual jurisdictions.*
- 7. The Ontario Government should assume a larger share of the unapproved portion of debenture costs.*

SUBMISSION
TO . . .

THE COMMITTEE ON COSTS OF EDUCATION
IN THE ELEMENTARY AND SECONDARY SCHOOLS OF ONTARIO

In December, 1970, four Ontario Municipal Associations, namely, The Association of Counties and Regions of Ontario, The Association of Rural Municipalities, The Association of Ontario Mayors and Reeves, and the Ontario Municipal Association, jointly presented a brief to the Executive Council of the Province of Ontario.

A portion of this brief dealt with the costs of education in which it was stated, "the voracious appetite of education authorities bloats the tax dollar."

CAN SOCIETY BEAR THE BURDEN ?

It was stressed in the brief that the costs of education had now reached the point where it is no longer just a question of whether or not real estate tax can carry the burden. Also, it is a question if society can bear the horrendous monetary weight of education costs.

Dr. Miles Wisenthol of the Education Division of the Dominion Bureau of Statistics recently commented:

"If the present trend continues, education will be beyond the capacity of the economy to support by 1980."

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According to the Municipal World, St. Thomas, Ontario,
The Economic Council of Canada expressed a similar viewpoint.

Dr. Wisenthol informed the Canadian Educational Association that Canadian Authorities spent more than \$8 billion on schooling in the fiscal year to March, 1972. This is 8.5 percent of Canada's gross national product, and is a higher ratio than in any industrialized country.

In two years costs for education in Canada rose from \$6.9 billion to almost \$9 billion. The latter levy represents 20 percent of all taxes paid to federal, provincial and municipal coffers.

The Canadian trend of costs in education is the national indicator, with the banner province, Ontario, by far the greatest spender.

AN EDITORIAL OPINION

An editorial opinion in The Cobourg Sentinel-Star, May 4, 1966, emphasized the dilemma of a "short-changed society". The editorial read, in part:

"With each municipality burdened, with ever-increasing education costs, a better way must be found.

"A community which is over-burdened financially in paying for the education of children has little left for all the other social needs, such as pollution control, public sanitation,

cultural development, road and street maintenance, the restructuring and refurbishing of time-worn public buildings, and the promotion of downtown renewal, rural and urban parks and recreation; all very necessary undertakings in a complex, changing society.

"There is something wrong in our world," the editorial concludes, "when we wage a special effort in one direction and short-change all the other facets of community life."

REGIONAL CONTROL

Since that date when the editorial was published, regional control of education costs was introduced as the answer to spiralling tax levies. But this collective approach across the province did not live up to its press notices and pseudo propaganda.

Costs continued to rise, despite the pre-selling program by provincial officials who forecast that fewer Boards of Education and larger integrated areas of control would mean improved economy.

The opposite was the case. In the change from local to regional control, there was, too, the transition from cost-conscious local boards to bureaucracies dominated by Directors of Education and their Superintendents who had academic qualifications, but were incompetent and untrained

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in managing multi-million dollar business enterprises.

In Northumberland and Durham, and other areas, the total salary figure for instruction, maintenance and administration, ran 75 percent or more of annual budgetary costs. When more than 50 percent salary outlay is made for any major or minor business enterprise, the result is bankruptcy. The sad conclusion is known everywhere that academics are unschooled in the hard facts of running a business.

Suddenly, almost overnight, in the change to regional control, there was a mountain of cross-region paper work, a moving back and forth of teachers for conferences with administration officials, and other intercommunication from one end of a 50¹/₂ mile stretch to the other. There was added secretarial personnel, and the entire new formation succumbed to Parkinson's Law . . . an economic ill which befalls all bureaucracies.

FRIGHTENING ASPECTS

There are more frightening aspects . . .

The recently constituted regional Boards of Education are remote from the teachers, the pupils, and the communities

they are purported to serve.

The tragedy is, the male and female teachers have become numbers in this new concept of regionalism.

The administration, too, is well insulated against the voice of the people. When a petition is presented, the numbers of the signatures seemed to be more important than the specific grievances of human-beings. This was documented in Cobourg, Ontario.

G U I D A N C E

In Northumberland and Durham, the regional, educational bureaucracy is guided (we would hesitate to say "controlled") by a Director of Education. His salary is \$35,000 per annum. His administrative lieutenants, his superintendents, are paid higher salaries than the high school principals who are more than equal in responsibility, but not in category as determined by the bureaucracy.

The duly elected Northumberland and Durham 16-member Board of Education does not meet regularly each week. Therefore,

(6) COSTS OF EDUCATION

it is on the periphery of the bureaucracy; and members of this Board, while elected by popular vote to represent the people of their respective districts, are not fully cognizant of the ramification of costs and the business of education.

ONLY 39 PERCENT REMAINS

In the Township of Hamilton, which I represent as Deputy-Reeve, we will pay to this Board of Education over \$500,000 this year. The amount represents 55 percent of our budget. To meet this payment we have to curtail local service and a badly-needed road program.

In neighboring townships education costs related to budgets are: Hope township, 69 percent; Haldimand township, 70.5 percent; South Monaghan, 58.2 percent; Clarke township, 56.6 percent. When Hamilton township is added to the list, at 55 percent, the mean average is 61 percent.

Only 39 percent remains to provide other services than education in the respective communities.

But townships have no voice in this matter, even

though petitions and presentations have been made in protest against such high costs.

NEW SCHOOL PROPOSED

The Northumberland and Durham Board of Education, advised by the Director of Education, plans to build a new school which will cost well over one million dollars.

Both Cobourg and township ratepayers have questioned by petition and dialogue the need for this new school.

Despite major opposition, the Board is adamant and determined to proceed.

Two or three schools will be closed and the structures wasted.

Land, under option for this new school, is without services. The price of the land, 14 acres more or less, is said to be exorbitant at \$5,500 per acre.

To add incendiary fuel to the anger of local ratepayers, it was discovered that a Board member was a shareholder in the land under option. While he declared his "conflict of interest" at a Board meeting, he was aware of

pending negotiations prior to this meeting. When the fact of the interest was printed in the press, unlike The Honorable Darcy McKeough, who resigned as a Minister of the Ontario Government when he was involved in a conflict of interest, the Board member in the Northumberland and Durham administration did not resign.

DEBENTURE DEBT

Debenture debt in the United Counties' system of elementary and secondary education almost reaches the total of the yearly expenditure for administration -- the one is \$16,644,915.00, while the other is \$22,191,022.00.

Where there has been a wholesale construction of new schools to complement the ambitions of administrators, the new regional regimes have seen fit to waste existing school properties, or sell them for one dollar ! ! !

In most instances debenture debt is outstanding on school property which has been vacated.

It would be interesting to calculate how long private enterprise would remain solvent under such malpractice.

QUEEN'S PARK WAS RESPONSIBLE

Queen's Park set the guidelines for the salaries of Directors of Education.

I was a member of the nine-man Cobourg and District Collegiate Institute Board, when we were advised in 1968 that all local Boards would be disbanded in the province.

We were asked to help phase in the new 1969 Regional Boards, but we were never called upon for advice. Queen's Park, in its wisdom assumed control.

The Minister of Education set the salary scales for the Directors of Education. Directors were paid much more in the chain of command than principals of schools who had served the cause of education for many years, faithfully and well.

The job of a Director of Education was an entirely new role.

It was an untried position.

This principle was ignored.

The starting scale was too high, far beyond the existing salaries of long-time principals. Prime Minister

William Davis was Minister of Education at that time.

E S C A L L A T I O N

One of the worrisome problems of the costs of education is the seemingly uncontrollable escalation of salaries. The high rate of pay in the beginning is very faulty business procedure. It can only mean one thing, an insolvent ending.

Salary limit seems to be without ceiling. When one adds annual increment to a present salary of \$35,000, one is in serious trouble . . . for all too soon will arrive the day when Directors of Education will demand \$50,000 per year.

STRUCTURE AND DESIGN

Another departure in costs is the structure and design of a new school.

While we do not wish to elaborate in detail on this matter, there is a fundamental principle.

We would point out that enormous savings could be effected by eliminating separate designs and the fees of the architect for each new school.

What could be more economical in this respect than provincially-prepared designs for 300, 500, 800, 1000, 1200, 1500 and 2000-pupil schools ?

If "equal opportunity" is the hallmark of the educational process, should there not be uniformity in buildings and classroom constructions ? Is one community, with posh carpeting, resplendent auditoriums, spacious libraries, and indulgent swimming pools, "more equal" than another ?

Why should any architect have a "creative field-day" in designing his masterpiece ? In Cobourg there is a pristine example of a mushroom-like conglomeration, the experimentation of an architect. This school has been aptly named "the Taj Mahal ! ! !

Is not the purpose of education distorted by architect and Board bent on furnishing the ultimate for the undergraduate ?

Should students be provided with palatial surroundings ?

The ability to perform is innate. The ultra-modern classroom will not disintegrate poverty, make society equal, or change attitudes to learning.

Socrates said to young men who were seated near him on the bare ground:

"Know thyself."

No colossal structure is required for self-education. The ability to think is innate. Self-education is not charged in taxation to society.

WHERE ARE THE DIVIDENDS ?

What dividends are taxpayers receiving for their multi-millions invested in elementary and secondary schools ?

More education of a sort ?

More graduates of a kind ?

The more-than-abundant supply of school graduate seekers of jobs now is "challenging the validity of the earlier approach to education", writes Richard Anco in the Canadian Press.

Conclusions are that earning power, rather than being

based on academic background, is related to personality, ability to persuade sales, and on that proverbial element of luck . . . it is the old ball game learned on the street of experience.

If success is the paramount degree in the materialistic world, that is, the ability to make money is the highest mundane achievement, then follow the example of the star of the community. The richest man in Cobourg did not experience public school education. He was a successful businessman who marked his "X" for his signature all the way to the bank.

Let us consider the educator.

Where are the dividends ?

If money is the chief, personal aim in the outlook of the educator, then let's eradicate past education which, before salary increment, once taught us that altruism was a first requisite in the life of man.

If egoism is the cardinal component of the educator, then let us forsake the eternal verities found in the lives of Mahatma Gandhi, Albert Schweitzer, Frank Buchman, John

Wesley, Cardinal Newman, Francis of Assissi, and others . . .

let us withdraw from the books of learning which helped to educate us about going the second mile for our neighbor and our community; which taught us to put more into life than we would want from it for ourselves; let us depart from working for a nation's good; let us not be prepared to give our lives for a nation's safety; let us dishonor humanity by the attitude that we should not endeavor to try to make this world a better place in which to live and work.

MORE THAN MATERIAL

The high cost of education is much more than material.

It gravely concerns that fine, stripling boy and that beautiful young girl; and it has something to do with the mind . . .

Somehow that lone Figure of Galilee, without a posh school for his teaching, and without a pocketful of salary for His pains, still seems to say something to some of us today.

Malcolm Muggeridge, that once eminent wit of satire

as editor of the English periodical, Punch, asks:

"What is the real drama that life is all about?"

He answers that there is a five-letter word, t-r-u-t-h.

Greed, Vanity, Appetite . . . is this the personification
of our school system?

Muggeridge concludes:

"If we lose our sense of moral order, we will soon
lose all other order -- economic, political, and social."

The economic disorder of our costs for education
could mean the breakdown of total society.

L I B E R A T I O N

The Christian Church has failed to produce leadership
in the complexities of modern society. There is one way left
open to us to find a true Educator, a man of the world and of
the spirit.

A man to liberate us from the dollar factor.

The Dollar has become the Satan in Society.

Should children be exposed to the thoughts of teachers
who need their own morale boosted each year by higher salaries ?

When there is no sacrifice can there be adequate leadership ?

When there is no leadership there is no education.

The true Educator will have within him the firm foundation of the best substance to be found in the human-being, if the race is to improve.

While we theorize and debate on the costs of education, we do not provide the answer.

THERE IS AN ANSWER

The true Educator has that answer.

He can lead us in forbearance, self-denial, sacrifice, knowledge and wisdom: the tenets of all great teachers the world has known.

The Regional Director of Education could be the superman of this era, in every region of Ontario. He could divorce himself from the low estate of money-changing in the false temple of materialism.

He could disband his own bureaucracy.

THE SALIENT STANDARD

The Educator could set the standard in every school region.

The standard that is needed in today's society. The Church and the Home have miserably failed to promote the world of the spirit. Where else can one turn but to the school, to the constant direction of young lives? Where else can the man of tomorrow be led today out of the crass wilderness of dominant materialism, the arch destroyer of the finer essence of the human consciousness?

The Educator could place a "sense of values" as high priority on the curricula.

He could say:

"I do not need this high salary. I do not require a status symbol. I am more blessed than others. I am educated in the full meaning of qualification. My intelligence will permit me to live frugally and to divorce the outward trappings of luxury for the things of the mind and the spirit.

"Therefore, I will be free. I will have accepted the

truth about myself. I will be free to teach the supremacy of love, the inestimable value of service, and the full measure of charity.

"I will instruct my subordinates to make of such teaching a religion for living. Together we will grade quality: the qualities of love, service and charity in determining values of our worth."

In paying for the new "liberation" in education, the taxpayer will be rewarded for his contributions.

He will be proud that such good investment will produce the dividend of making his country the best educated nation in the world.

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Three Briefs Submitted to
The Commission on the Costs of Education

by

MUTCHMER HOME AND SCHOOL ASSOCIATION

Ottawa, Ontario

October 24, 1972

Since very short notice was given to the holding of hearings on Costs of Education and since no reference or research materials were made available for study, the difficulties of reaching a consensus of opinion within a diverse group were increased. The Mutchmer Association, after considerable discussion, has decided to forward the enclosed three briefs from the interested parent community.

BRIEF ONE

The growing concern of the general membership of the Hutchmor Home and School Association culminated in the formation of an ad hoc committee during the October meeting. This committee was comprised of a concerned group of parent voters ranging in ages from roughly thirty to fifty. A majority were university graduates ranging up to doctorates. Bringing together vast experience from child management, business, health, education and government, this committee was charged with the task of examining the Quality and Cost of Education.

After a study of published educational budgets, it was agreed that

there was no possible way to significantly reduce costs due to the large number of fixed expenditures which collectively amounted to about one third of the cost of education:

salaries, presumably teachers salaries, comprised the remaining portion of education costs;

the absence of a more complete breakdown was immaterial as the most important aspect of education was the child/teacher relationship, as it effected the child and the community at large.

The conclusion was reached that the level of education desired must be determined, and having once been determined, it must be paid for, and not vice versa.

With the realization that an increase in the pupil/teacher ratio (the number of pupils per teacher) adversely affects the child, we urge the government of to-day to provide the best available teachers at a more favourable pupil/teacher ratio (an average of twenty children per class instead of thirty or thirty-five).

We reinforce our viewpoint by reminding the government that from age six to the age of majority, we entrust the children of our province to the Department of Education, and if this department provides a second class education by judiciously trimming the education budget, then these children will, at best, be second class voter-tax payers who will be less able as adults than might otherwise have been the case.

The future of this country depends on the education of the youth to-day. History is littered with the remnants of civilizations which lost sight of this fact. This fact alone should be incentive enough to provide our youth with a first class education to-day in order to provide society with first class citizens to-morrow, citizens who will be able to fulfill more capably their role in society ethically, morally, fiscally, and individually.

We, therefore, urge the government, that education be given top priority for tax dollars, as it is one of the few areas where cuts can only be made with disastrous consequences. The quality of education must be improved constantly, and tax dollars found to fund it without stint.

Trevor Lyons

WHEREAS, Quality education is the goal of the Government of Ontario;

AND WHEREAS, Imposed budget ceilings have already resulted in cuts;

AND WHEREAS, Within imposed budget restrictions Dutchman School is seriously trying to provide quality education;

WE make the following statements, recommendations, and requests to the Commission on the Costs of Education:

- 1) That the quality of education depends primarily upon the quality of teaching in the classroom and that this can only be maintained and improved by better teacher training methods and by a low pupil-teacher ratio. Teacher education curricula should be updated to include ways of using team teaching, volunteers, and community resources to maintain low pupil-teacher ratios in spite of financial restrictions. We ask to be shown evidence that such changes in teacher training are now taking place.
- 2) That reductions be made in parts of the budget other than the section devoted to actual instruction. A comprehensive examination should be made of capital and research expenditures and the administrative costs of the Department of Education and of Regional offices. Research programmes should be evaluated in terms of the needs of Ontario schools.
- 3) That the Commission on the Costs of Education describe budget restraints made in the Regional offices and in the Toronto offices of the Department of Education.
- 4) That the Commission make available information to justify the existence of numbers of non-teaching professionals in the Department of Education in Toronto and throughout Ontario, particularly those who seem to have little relation to actual classroom teaching.
- 5) That the concept of the community school be encouraged as a way of reducing the costs of bureaucracy.
- 6) That kindergarten, kindergarten primary, and grade 13 programs be examined in the light of recent research and the necessity of budget restrictions.
- 7) That a breakdown of cost cuts per pupil in Toronto and London, compared to cuts per pupil in Ottawa, be made available for study.
- 8) That every group making a submission receive copies of all submissions within a month of the end of the Commission's hearings and that we be given an additional month to send in a follow-up report. This is requested because the hearings have been given inadequate notice and the Commission's terms of reference are vague.

BRIEF THREE

To profit in the 1970's from the valuable educational experiences of the 1960's and to avoid some of the costly errors, we must develop a new set of guiding assumptions. Faced with the growing, diversified demands, schoolmen have responded the only way they could, through an add-on strategy, i.e. by building layers onto the standard educational structure while keeping the present system running. Thus we have added vocational education, special education, adult education and early childhood education etc., each remaining separate from the others.

By the latter part of the 1960's questions were being asked as to the ability of the existing system to cope with the problems of the twentieth century and even the twenty-first century. We are asking the public schools to be the major instrument in solving many of our most acute social ills - poverty, racism, alienation, powerlessness - and, at the same time, to respond to the manpower needs of an advanced technological society. In such circumstances the basic change for the 1970's, then, is institutional reform.

A major assumption of the 1960's was that more money was needed for public school improvement. Although this assumption does not, on the surface, appear fallacious, it is when more money is used merely to do more of the same thing. When, for example, more money is used for reading teachers, more counselors, more psychologists who try to rehabilitate the learner to adjust to the conventional school, then "new" money is used in "old" ways. Provincial money made available to public education in the 1960's was "new" money that could have been used in new ways, thereby providing guidance for better use of the old money.

If we continue pouring money into an outdated educational system, we will end up with a somewhat improved, but nevertheless outdated system. Putting more money into the present system is like putting money into a very old car. We are well into the stage of diminishing returns.

The question now must be: More money for what? Assumptions undergirding the financing of education for the decade must center on the effects or results of various conceptions of education. That is, given the same per-pupil cost, what are the results of different educational approaches?

A second major assumption was the notion that only the professional educator had a legitimate interest in public education. How the money for education was to be spent was for the administrators to decide. However, in the 1960's, we also saw the increasing influence of those closest to the educational front. Teacher, students and parents began playing a more important role in educational decision making.

Three Areas for Reform

There are, then, three areas for reform:

Governance - There must be a shift from professional dominance to a meaningful parental and community role in the education process. Meaningful participation stands between professionally circumscribed participation, on the one hand, and total parental or community control, on the other. It calls for a parental and community role in the matter of budgeting, personnel and curriculum. The vehicle of participation may be structures at the individual school level or elected bodies on a neighborhood basis. In either case, one of the chief criteria is proximity of educational decision makers to the affected schools. The chief political criterion is accountability of the professional and the school system to the community.

Curriculum - We must modify the skill performance standard by which educational quality is measured primarily so that a humanistically oriented curriculum can evolve. The heavy emphasis on cognitive subject matter must at least be tempered with materials that bear some resemblance to the students' lives, and with newer kinds of content and procedures to help poor children in particular answer deep personal concerns and often rediscover their own integrity. Evaluative criteria, in particular, must be expanded to include ways of judging student abilities by other than the notoriously middle-class-weighted verbal means.

Personnel - The education system must be opened for a broader base of talent than the conventionally prepared career educator. The staff of schools must vary along wide horizontal spectrum from the professional to the layman, the latter including parents, community residents, and students themselves. They must vary vertically as well, to include not only the professional educators but also specialists from other disciplines and professions. Moreover, the training of teachers must be within the context of the reality of community needs and expressions.

These new objectives do not mean the demise of skill training and academic mastery, but call instead for enmeshing them with a curriculum, mode of operation, and total school staff that are vastly more relevant and adjustable to the learner than the more traditional systems.

Hand in hand with actual content must go continued support for seeking new procedures or processes for conveying that content. Support for new ways of training and granting credentials to personnel is also essential. Even if more relevant curricula and teaching processes are developed, they will have little impact if

teachers cannot work with them. Much more responsive ways must be devised to get help to teachers fast; for it is the teacher, above all, who can make a difference with the children. Continuous staff training in schools - through released time during the day for teachers to plan, through curriculum development and training, through allowing the most effective teachers to work with other teachers in the school and throughout the system must be encouraged.

New Private Schools and Educational Vouchers.

Two movements that started at the turn of the 1960's offer us some signs for the 1970's. The first of these is the movement toward alternative schools, i.e., new private schools outside the bureaucratic public school system. It is reform by retracting from public schools into the realm of private schools. Alternative schools take various forms - prep-academic, mini community, and so called "open" or "free" schools (in contrast to the "closed" public schools).

The second movement is an attempt to reach the educational consumers (or, more precisely, their parents) directly through a tuition voucher that can be used to purchase superior education. This attempts to generate needed change by altering the dominant structure of public education, that is by increasing the purchasing power of the educational consumer for different forms of education in a type of free market enterprise.

Both these movements are extremely significant, not so much because of what they offer as pedagogic programs, but for what they reveal about the fundamental nature of the reform problem. Alternative schools have pointed out that options to conventional public schools exist, and are, in many ways, vastly superior. However, the movement suffers from the fiscal constraints which victimize new schools. Most new schools have good ideas, but find it hard to stay alive financially.

The educational consumer, tuition voucher approach points to the need to provide the consumer with more opportunities to make some educational choices.

Together these movements contain the potential for generating a new public educational system. At present, however, they are best viewed as parts of a new supply-and-demand educational system for the 1970's. In one sense, the alternative schools movement has focused attention on the supply side of the new educational system, and the tuition movement on the demand side. Each is largely separated from the other and from the public school system, which they view as the enemy.

What is needed is to have these two developments - supply and demand - brought into the context of public schools. What I propose is a new system of "public school of choice". Before outlining my concept of public schools of choice, I wish to emphasize more fully the shortcoming of dealing with just one side of the economic supply-and-demand equation.

The problem of changing the supply side alone, that is, seeking to establish new schools without effective (real dollar) demand, is obvious. Less obvious are the effects of demand side only interventions. Changing the demand does not guarantee that the supply will also change. In fact, what can happen is that the existing supply will be further tightened, strengthened with marginal increase, but at the expense of quality.

Attempts to change the demand structure of other institutions - say health - provide us with important lessons. Medicare, for example, is in effect a voucher system that provides increased medical purchasing power for the citizen. This plan has not appreciably affected the health supply system. The consumer must purchase what exists.

In my opinion, the problem is not simply with the demand, but with the supply system. Public schools already have a built in demand system - a voucher system, if you will - through taxation. Moreover, increasing numbers of parents are dissatisfied with the services being provided them, that is, with the supply system. The problem is to provide more alternatives for the dissatisfied educational customers who are demanding more choices, not merely to further increase the demand capability.

On the other hand, creating a new supply system outside the public school system accomplishes little in the long run. In this case, the supply system - new educational options - exists outside the demand structure of the masses who need and are requesting such options most. Moreover, those leading the "new school movement" find themselves in continuous fiscal difficulty, and must ultimately turn to public support.

The trick is to work toward a system of educational options with consumer choice to take place inside the public school system.

Toward Public Schools of Choice: Increasing Educational Options Within Public Education

We should be moving toward a public school system of choice in which a variety of educational options is offered the customers - parent and student - and the producers - teachers and administration.

As a nation we are getting closer to a common set of educational aims - including maximum individual growth, active, well informed citizens, career competence, humanely disposed, mature adults. We cannot assume that there is only one way to achieve these aims. Our present educational system represents a monolithic means to a common end. Monolithic means rarely provide for diversity and ultimately are outdated.

For a hypothetical school district in an intermediate-size city that has seven or more elementary schools serving a mixed population, a public schools of choice might be structured as follows:

School #1 The concept and programs of the school are traditional. The school is graded and emphasizes the learning of basic skills - reading, writing, mathematics, etc. - by cognition. The basic learning unit is the classroom, which functions with one or two teachers instructing and directing students at their various learning tasks. Students are encouraged to adjust to the school and its operational style. Students with recognized learning problems are referred to some of the variety of remedial and school support programs. Educational and fiscal policy is determined entirely by a central board of education.

School #2 The school is nontraditional and nongraded. In many ways it is like the British primary schools and the Leicestershire system. There are lots of constructive and manipulative materials in each area where the students work and learn. The teacher acts as a facilitator - one who assists and guides, rather than directs and instructs. Most student activity is in the form of different specialized learning projects done individually and in small groups rather than by all students doing the same thing at the same time. Many of the learning experiences and activities take place outside the school building.

School #3 The school emphasizes learning by the vocational process - doing and experiencing. It defines its role as diagnostic and prescriptive. When the learner's talents are identified, the school provides whatever experiences are necessary to develop and enhance them. Many styles of learning and teaching are encouraged. Students may achieve equally through demonstration and manipulation of real objects and by verbal, written, or abstractive performance. All activity is specifically related to the work world.

School #4 This is a total community school. It operates on a 12 to 14 hour basis at least six days a week throughout the year. It provides educational and other services for adults as well as children. Late afternoon activities are provided for children from the neighborhood; evening classes and activities for adults. Community services are available within the school facility. Community board governs and hires two administrators. The school functions as a center for the educational needs of the whole community.

School #5 The school is, in fact, a Montessori school. Students move at their own pace and are largely self-directed. The learning areas are rich with materials and specialized learning instruments from which the students can select as they wish. Although the teachers operate according to a specific and defined methodology, they remain very much in the background, guiding students rather than directing them. There is special emphasis on the development of the five senses.

Although I have described several different ways in which schools might be structured, it should be clear that there are many other possibilities.

Another variety of the same concept could include two, three, or more models within the same school facility. This would permit students and parents to choose the kind of educational environment and style that best meet their needs without leaving their neighborhood or community. Open enrollment, an option often publicized by school systems, is usually precluded by zoning or overcrowding at the "best" schools. Where open enrollment is available, special arrangements are generally required for entrance and transportation. For those families persistent in seeking broader educational options, the choice is usually between moving to another school district or city, or a private school. A free-choice educational model could resolve these issues at the local level, within a community, school district, or one school, by incorporating the alternatives into the public system.

Indeed, within the present framework of public education with its one, rather standard, monolithic approach to achieving the common educational aims, alternatives are available to the consumers (parents and students), through private schools, or by choice, at best, within the public school pattern. The latter point deserves elaboration. The only real alternative inside the standard-public-school model lies mainly in personal factors - the strength or sensitivity of a particular teacher or a particular school principal. If a consumer is lucky, he "hits" a good teacher. If the parents choose to have their child taught by that teacher, they find the "option" quickly discouraged, because the present educational ground rules cannot deal adequately with such demands without serious consequences for the normal operation of the school.

Moreover, the student is equally powerless to seek alternatives. He knows only the one path - he must accept it, adjust to it, or perish.

Further, the teacher must accept the standard educational process. What options has she? She is powerless to alter the conventional means and cannot seek satisfaction in other legitimate educational alternatives. The fact is many teachers feel constrained by the present monolithic system and would welcome options that are more

)
congenial with their styles. The public-schools-of-choice model further assumes that those closest to the action - parents and students as consumers, and teachers and school administrators as professionals - should have the right to make choices from among legitimate alternatives.

Public schools of choice need not add costs to an already burdened public school system. Given the existing per-student expenditure, it is possible to develop educational options. In some situations educational options can cost less, as in a school without walls, such as Philadelphia's Parkway Program, which can save the school district the construction costs of new buildings by using the city as its classroom. The voucher plan would create a new bureaucracy, with all the added costs this incurs; public school of choice, however, redefines the functions of existing school personnel.

As a result, the ability of the public school to renew itself as a vital force in society would be restored. At present, the educational system is imprisoned by the lack of an internal system of renewal by which to up-date itself. By providing educational options as different means for achieving common ends, the public school system can develop a continuous process for change, one that retains the best of the old while legitimizing the new.

Jean McKay

BRIEF THREE - ABSTRACT

1. Costs of education can be seen as variants of questions of supply and demand. During the 1960's major attention was given to supply-side inputs. For example, there were new teaching materials, new training designs, new schools. Intervention placed almost exclusively on the supply-side is often inadequate. Supply-side efforts often lack broad-based accountability or responsibility to anyone, particularly the consumer.
2. Public schools already have a built-in demand system through taxation. 1) Demand-side efforts assume an elasticity of supply that may simply not be present. 2) Demand-side interventions are indirect and diffuse. One seeks to use a payment scheme to influence the supplier to provide the service in the way that is desired by the consumer.
3. What would seem to be called for is an amalgam of supply- and demand-side efforts. The potential for relevancy and accountability that characterizes demand-side efforts needs to be combined with the potential of supply-side efforts to produce new resources and reorganization of present practices.
4. Inherent in the guidelines for any sort of future education must be the understanding that there is no single best pattern for city schools. Although there may be a common set of elements to be dealt with (e.g. demands for community participation, new teacher training, more relevant curricula), each city is at a different stage of development (or deterioration), with different dynamics at work, necessitating different diagnoses and prescriptions. In short, appropriate program alternatives will depend on the particular situation. Such a diversified program might well tend to less overall cost.
5. At the present stage of education, options do exist for certain consumers, but these educational choices exist outside public education, in private schools. The problem for the 1970's and beyond is, however, to increase educational options for all consumers within the framework of public education with the minimum amount of additional outlays.

BRIEF
to
THE COMMITTEE ON THE COSTS OF EDUCATION
from
THE OTTAWA ROMAN CATHOLIC SEPARATE SCHOOL BOARD

October 19, 1972.

The Ottawa Roman Catholic Separate School Board appreciates the opportunity to respond to the "Committee on the Costs of Education" set up by the Ontario Department of Education.

PART I

TO EXAMINE THE PRESENT GRANT PLAN TO DETERMINE IF THE VARIOUS DIFFERENTIATING FACTORS SUCH AS COURSE, LEVEL (ELEMENTARY AND SECONDARY) AND TYPE (ORDINARY AND EXTRAORDINARY) GENERATE FUNDS IN PROPER BALANCE CONSISTENT WITH THE NEEDS FOR THE ATTAINMENT OF DESIRABLE EDUCATIONAL OBJECTIVES:

After examination of the present grant plan (for 1972) the following observations are of importance to this Board if it is to attain its educational objectives.

Ordinary Expenditure

1. In 1971, the location weighting factor was applied on the enrolment and was therefore increasing the ceiling on ordinary expenditure for grant purposes. Now in 1972, the density factor is applied on the expenditure per pupil defined by the Department and applies only to the ceiling for expenditure purposes. This means that any extra cost resulting from density of population must come from tax levy. This represents a decrease of ten percent (10%) in the grant payable to our Board.

Although other grant weighting factors have been defined by the Department for 1972, this does not replace, in any way, the former location weighting factor. Our factor for 1972 is .07. We are still faced with a reduction of three percent (3%). The expenditure per

pupil (having been increased from \$545.00 to \$595.00) represents an increase of nine percent (9%). We therefore end up with a net increase of six percent (6%). This is definitely insufficient to meet the requirements.

2. We think that the sparsity factor should also be extended to elementary school boards. Our Board operates fifty-three (53) of its ninety (90) schools where the enrolment is less than three hundred (300) pupils.
3. We think that the recognized expenditure per pupil for grant purposes for students attending Grades 7 and 8 (and Grades 9 and 10 within the separate school system) should be increased from \$595.00 to approximately \$850.00, which would be about mid-point between the elementary and secondary ceilings.
4. Considering that the C.P.P. contributions are no longer refunded to the school boards, and also considering that the employer's contribution towards unemployment insurance will not be compensated for by the Provincial Government, these costs in the amount of some two hundred thousand dollars (\$200,000.00) will have to come from tax levy. In other words, this represents one more percent decrease in the grant payable to this Board. In view of this fact, we finally conclude that we will be eligible for an increase of only five percent (5%) in the grant payable for ordinary expenditure in 1972 as compared with the grant paid in 1971.
5. We suggest that the former location weighting factor previously applied to enrolment be reduced by two percent

(2%) a year during a period of five (5) years and a yearly reduction applied as a factor for expenditure purposes until completely eliminated as a factor for grant purposes instead of being removed in its entirety immediately.

	<u>CEILING FOR GRANT PURPOSES</u>	<u>CEILING FOR EXPENDITURE PURPOSES</u>
	<u>re location (or density) factor</u>	
1972	0.08	0.02
1973	0.06	0.04
1974	0.04	0.06
1975	0.02	0.08
1976	0.0	0.1

Extraordinary Expenditures

We suggest that subsidies be granted on the unapproved net operating expenditures and unapproved net capital expenditures from the Revenue Fund in the sum of:

- a) the lesser of:
 - (1) the expenditure and
 - (2) 1/1,000 of the equalized assessment adjusted by the ordinary expenditure grant percentage.
- or
- b) the same ceiling of fifteen dollars (\$15.00) per pupil be applied to both elementary and secondary school pupils.

TO EXAMINE THE IMPLICATIONS OF CEILINGS ON EXPENDITURES BY LOCAL SCHOOL BOARDS, INCLUDING THE EFFECT ON THE DECISION-MAKING AND AUTONOMY OF LOCAL SCHOOL BOARDS

The Ottawa Roman Catholic Separate School Board recognizes the

necessity on the part of the government to apply some control on educational expenditures. All too frequently new programs were introduced and continued based largely on an intuitive rationale, without priorities being established, and with little or no substantive support research. Public disillusionment with accelerating education costs makes some form of control inevitable.

Ceilings established on a provincial basis, however, could have the effect of removing the fundamental autonomy of trustees elected via the democratic process to influence the quality of education within their sphere of influence. If local School Boards are to be accountable for school curriculum it follows that the accountability for expenditures to a larger extent than implied by intended Ontario Department of Education controls must remain at the local school board level. Ultimately the quality of education will suffer should boards be unable to improve services or be forced to cut back essential programs. Ontario school boards will need increases of approximately 10% - 20% in the elementary school panel in order to provide their local communities with quality education. Consequently, the Ottawa Roman Catholic Separate School Board recommends that there be:

- a. an increase in the ceilings per se;
- b. an opportunity for boards to exceed the ceilings in response to a local need.

In this way, decision-making at the local school board level will be a reality.

PART II

TO EXAMINE THE VARIOUS ASPECTS OF SCHOOL PROGRAMS WITH PARTICULAR REFERENCE TO INNOVATIONS AND NEW CONCEPTS AS, FOR EXAMPLE, THE "OPEN PLAN" ORGANIZATIONS:

There are many questions about innovative school programs which must be answered as soon as sufficient experience with them allows.

1. The open-area schools were said to have been initiated to provide space and flexibility. But have they done this? How flexible is a large open area with few quiet corners for small-group or individual work? In addition do children need the security of their "own place", (be it a desk, room or special area) or can they adjust readily to many different places used communally? How much space is available with little chalkboard or tackboard surfaces, and few storage cupboards? Of course, both space and flexibility are available somewhat when folding doors or other moveable partitions are installed.

The effect on children's learning by open-area school organization (and its resultant partner, team-teaching) has yet to be measured. Constant movement and sound may affect the child's developing ability to concentrate and study. It is possible that a small child's emotional development may be affected by interacting with many teacher-guides instead of one.

Is the insecurity of teachers passed on to children? This teacher uncertainty is a result of insufficient training for the open-area schools and team-teaching. Their own educational experiences were quite different and quite traditional. They are expected to adjust their personal styles and preferences to meet new expectations. Perhaps teacher education is the place to start any innovative school programs.

2. Reference was made earlier to the necessity for permitting school boards to exceed the spending ceiling in order that the educational system fulfil the particular needs of the local area. In a city such as ours, where this Board provides instruction in both of Canada's official languages the resulting increase in costs must be noted. To provide quality education in both languages requires superintendency and consultative staffs to serve each sector. In a number of instances there is also duplication of facilities where it is not possible to provide these in a manner which will serve an English school and a French Language school located in the same area.

Following the passage of Bill 140, this Board established a system which would ensure an opportunity for all pupils to learn both the French and English languages without hindering the progress of other pupils. In September of 1969 Kindergarten classes offering French Immersion were opened and the French instruction offered to pupils in Grade 1 to 8 in English Schools was greatly increased from the amount offered in the previous years. Since its inception this program has been evaluated continually and as a result of the research done in conjunction with the Ministry of Education, the immersion program has continued and been extended to the end of Grade 3. Pupils of Grades 1 to 3 who are not enrolled in Immersion classes receive seventy-five minutes per day of instruction in the French language. The cost of teaching staff for such a program is much greater than the cost to boards which offer the daily twenty-minute period of French. The cost of the program of teaching French to English speaking pupils is detailed in Appendix A.

3. Because of their environment many pupils whose mother tongue is French, begin school without a sufficient knowledge of their own language. To remedy this situation and to develop the associated cultural aspects, additional staff must be assigned to certain schools. The cost of this program is shown in Appendix B.

In the present year almost one half of the cost of this total program of French Instruction is not recovered from grants (see Appendix C). Although the Board is providing this instruction in answer to a real need in this city, school boards in other parts of Ontario and of Canada have and are benefitting from our experience. We hope that serious consideration will be given to increasing the assistance to Boards, such as ours, which undertake an extensive program of this kind which recognizes the desire of our government that the bilingual nature of our country be maintained and that every effort be made to achieve greater appreciation of our neighbours' culture.

As required by subsection 4 of Bill 140, English must be a subject of instruction in Grades 5 to 8 of French language schools. If these students are to attain fluency in English, the instruction provided necessitates the assigning of additional staff to these grades with the resulting cost to be borne by the Board.

This Board has, as part of its administrative staff, two departments which are not required by all school boards and which we feel should be given special consideration over and above the established ceiling.

4. The Translation Department makes it possible for trustees and ratepayers to follow the proceedings of board meetings and to receive all documentation in either the English or the French

language. This department represents an expenditure of approximately \$61,700 for the present year.

5.No source of revenue can truly replace that derived from taxation.

For this reason the total assessment is of utmost importance to a Board and every effort must be made to increase this. To do this our board, like most separate school boards has an assessment department which in the year 1972 will add at least \$69,303.22 to the costs which must be included within our ceiling.

The cost of capital expenditures which are in excess of the ceiling limitations must be met through revenue derived from taxation.

With our present assessment, 1 mill on the tax rate represents only \$200,000 in revenue. It is very necessary therefore to endeavour to increase this amount and it is to this end that our assessment department continually strives.

The onus for directing support to separate schools has always been on the ratepayer who by law must give notice that he is entitled to and wishes to support this system. In an urban area, such as ours, where dwellings are vacated and new owners or tenants lease or purchase these properties, our assessment department must keep abreast of such changes and see that the properties of tenants who so wish are correctly listed on the roll as supporting separate schools. Without a department to undertake this task we feel that not only would the assessment of property for separate school support not increase but it would in fact likely decrease.

COST FOR TEACHING OF FRENCH IN ENGLISH SCHOOLS

	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Supervisory Personnel	\$ 9,000.00	\$ 16,762.00	\$ 58,000.00	\$63,000.00	\$ 69,300.00	\$ 72,000.00	\$ 75,000.00
Teaching Staff	212,093.00	370,770.00	645,700.00	758,000.00	828,000.00	900,000.00	950,000.00
Supplies and Teaching Aids	5,092.00	29,065.00	30,800.00	41,400.00	30,000.00	30,000.00	35,000.00
Personnel Training			1,000.00	1,000.00	1,000.00	2,000.00	2,000.00
* Research and Evaluation			4,700.00	40,000.00	46,000.00	47,000.00	48,000.00
New Furniture and Equipment		2,000.00	2,000.00	2,000.00	2,000.00	2,000.00	2,000.00
TOTAL:	\$ 226,185.00	\$ 418,597.00	\$ 742,200.00	\$ 905,400.00	\$ 976,300.00	\$ 1,053,000.00	\$ 1,112,000.00

* Reimbursed by the Ministry of Education

APPENDIX "B"

ADDITIONAL COST ATTRIBUTABLE TO SPECIAL FRENCH-LANGUAGE INSTRUCTION IN FRENCH-SPEAKING ELEMENTARY SCHOOLS

	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Teaching Staff	\$ 3,500.00	\$ 44,200.00	\$ 45,000.00	\$ 247,500.00	\$ 274,500.00	\$ 343,500.00	\$ 360,000.00
Supplies and Teaching Aids	27,934.00	32,354.00	30,000.00	35,900.00	10,000.00	12,000.00	15,000.00
TOTAL:	\$ 31,434.00	\$ 76,554.00	\$75,000.00	\$283,400.00	\$ 284,500.00	\$355,500.00	\$ 375,000.00

APPENDIX "C"

FRENCH-LANGUAGE INSTRUCTION

SUMMARY OF COST

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Total Cost	\$ 817,200.00	\$ 1,188,800.00	\$ 1,260,800.00	\$ 1,408,500.00	\$ 1,487,000.00
French-Language Grant	513,200.00	576,300.00	755,300.00	728,800.00	772,500.00
DIFFERENCE	\$ 304,000.00	\$ 612,500.00	\$ 505,500.00	\$ 679,700.00	\$ 714,500.00

PRESENTATION
TO
THE COMMITTEE ON THE COSTS OF EDUCATION
BY
TRUSTEES, ADMINISTRATORS AND TEACHERS
OF THE
STORMONT, DUNDAS AND GLENGARRY ROMAN
CATHOLIC SEPARATE SCHOOL BOARD

OCTOBER 24th, 1972

This committee is representative of and speaks for the S.D.G. Separate School System. It is hoped that items discussed will clearly illustrate the tight financial situation our board is in as a result of ceilings imposed on the school boards. We feel our case is not unique in Ontario, but rather typifies the dilemma boards are faced with, due to ceilings. We hope this presentation will emphasize the urgency for a change in ceilings by the Ministry of Education.

This presentation will comment on a variety of facets of the school system. Points brought out deal with the use of financial resources and implications of ceilings on various aspects of programs.

We wish to thank the committee on the Costs of Education for hearing us and hope that this meeting will be beneficial to all concerned.

NOTE: The intent of this document is to summarize the points we shall develop orally.

-A-

Cost of duplication of services caused by having a French system and an English system under one panel.

EXAMPLES

- 1 - Because we have two systems we feel that it has been necessary to hire additional consultants plus one extra superintendent. This would not be necessary under a unilingual or unicultural system.
- 2 - A unilingual system would enable us to eliminate the cost of hiring a translator plus approximately two secretaries.
- 3 - We have cases where two principals are required under one roof as two systems, English and French operate in the same school.

RECOMMENDATION:

A weighting factor should be created to cover additional expenses due to a dual (french and english) system.

-B-

High cost of didactic material in a dual system.

EXAMPLES

- 1 - Books, two sets of books required for languages in a French-language school as opposed to a single set of texts for an English-language school. Cost to equip French-language schools with books is 40% higher than that for English-language schools.
- 2 - Other teaching aids for French-language schools are also more costly.

-2-

RECOMMENDATION

The weighting factor for French-language instruction could be increased.

-C-

Buildings and Maintenance

Most schools in our system were built when limited funds were available because of the low ceiling restrictions which existed at that time, thus, minimum acceptable standard buildings were erected.

As a result, maintenance costs are higher in our system than in systems with schools built under better standards.

RECOMMENDATION

A weighting factor should be established to compensate for the age and condition of schools in order to accomodate the increased costs of maintaining these buildings.

-D-

Small schools in small centres

EXAMPLES

- 1 - The Board because of limited financial resources and the high cost of operating our schools will be faced with the possibility of having to close these schools.
- 2 - Bussing arrangements would be necessary if these smaller schools were closed. This would create a longer school day for the child who would have travelled many miles on a bus each day.

RECOMMENDATION

Special financial consideration be given to systems operating under the above mentioned handicap.

-E-

Assessment

We are on an unfavourable footing with the public school systems.

EXAMPLES

- 1 - Corporate taxes, in most cases, go to the public school system.
- 2 - Residential taxes are public unless otherwise declared.
- 3 - Lack of assessment limits extraordinary expenditures.

RECOMMENDATIONS

- 1 - Corporate taxes should be pooled and then redistributed on a more equitable basis taking into account the inequalities of the past if the province is to obtain its goal of providing equal educational opportunities.
- 2 - Freedom must be given to the taxpayer to pay his taxes to the system of his choice.

-F-

Differences in ceilings: Secondary panels vs Elementary panels

OBSERVATIONS

We find it difficult to understand why the secondary school panel is allowed to spend approximately some \$500.00 more or close to double the amount of money the elementary panel is allowed to spend to educate a child in one year.

- 1 - Education at elementary level is of equal if not of greater importance.
- 2 - We understand that instructional materials at the secondary level may be more expensive, however, because of the following points we feel more money is necessary at the elementary level.
 - a) Ages 4-14 are foundation years, therefore, very important for the development of proper skills, concepts and attitudes.
 - b) Secondary schools must build upon this foundation. Because of limited financial resources, elementary panels cannot cope with the problems of the slow learner, gifted, perceptually handicapped. We feel that the province should recognize the fact that greater emphasis be placed at the elementary level as opposed to the secondary level.

RECOMMENDATION

We are not trying to undermine the importance of a secondary school education only point out the need to expand present programs in our elementary schools. To accomplish this end, it is necessary that the discrepancy on ceilings fixed at the secondary schools and elementary schools levels be eliminated.

-G-

Decreasing student population.

EXAMPLES

- 1 - Staff has already been hired

-4-

2 - Classrooms and facilities provided.

3 - Projects started.

Some decreases can be anticipated, others cannot.

Board has substantial costs for which revenues cannot be made available.

RECOMMENDATION

Weighting factor should be devised to compensate boards, where student population decreases.

-H-

Educational Changes

EXAMPLES

No money available for inservice training

- i.e. a) open school projects
b) science programs
c) outdoor education

RECOMMENDATION

With rapid change in education today, the Department of Education should recognize the need for inservice training and take this into account when setting its ceilings.

-I-

Incentive budgets

RECOMMENDATION

To tap the creativity of school systems or local personnel incentive budgets should be introduced.

-J-

Fixed ceilings

EXAMPLES

Tax payers if willing to spend more on the education of their children cannot do so because ceilings must be adhered to.

RECOMMENDATION

The Ministry must realize that the education of children is the responsibility of the parents and the school is only an extension of the home.

Parents who are willing to spend more on their children's education should be permitted to do so and consequently the ceilings should so provide.

-H-

Implications of ceilings on programs and teachers.

EXAMPLES

- 1 - It is a definite possibility that existing programs and personnel will have to be cut.

re: student services

re: emotionally disturbed classes

re: curriculum consultants

- 2 - Proposed projects may be implemented only at the expense of the existing programs.

- 3 - Low ceilings reduce teaching potential because they cause poor working conditions and long drawn out negotiations.

a) The Ministry is asking for higher qualified teachers, however, under the present ceiling the board finds it difficult to compensate teachers adequately.

b) Religious teachers.

As a result, the child is the one who will ultimately suffer because of the present ceilings.

RECOMMENDATION

To provide more funds to the elementary panel to bring programs and teacher conditions on par with the secondary panel.

-L-

Additional cost due to decentralization

EXAMPLES

- 1 - Film library

2 - E.T.V.

3 - Program consultants

RECOMMENDATION

If decentralization is the wish of the Ministry more money must be made available to local boards. We feel that decentralization is essential to keep the teacher at the focal point of education.

CONSEIL DES ÉCOLES SÉPARÉES CATHOLIQUES DES COMTÉS DE

STORMONT, DUNDAS & GLENGARRY

COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

408 OUEST. DOUZIÈME RUE

• TELEPHONE 933-5120 •

408 TWELFTH STREET WEST

CORNWALL, ONTARIO

November 6, 1972.

Dr. J. R. McCarthy, Executive Director,
Committee on the Costs of Education,
Suite 5-944,
252 Bloor Street West,
TORONTO 181, Ontario.

Dear Dr. McCarthy:

I wish, firstly, to thank you for your letter of October 26th.

Secondly, we shall do all that's possible to provide the Committee on the Costs of Education with any further information and data it may require.

Thirdly, following is information regarding employees who represented our Board at the hearing.

<u>NAMES</u>	<u>INITIALS</u>	<u>TITLE</u>
Mr. Cooper	B.P.	Acting Business Administrator and Treasurer.
Mr. Bourdeau	G.	Vice-Principal - Notre-Dame R.C.S. School - Cornwall.
Mr. Vaillancourt	D.B.	Principal - Green Valley School. R.C.S.
Mr. Valiquette	P.J.	Principal - St. Columban's East School - Cornwall. R.C.S.

8/11/72
Filed
D. J. J.

MINISTER OF EDUCATION

- 2 -

Commission

to

the Committee on the Code of Education

October 30, 1992.

Mr. Deputy-Minister, and Members of the Committee,
on the Code of Education

We are pleased to be granted the opportunity to
express to the Committee on the Code of Education several
viewpoints which will no doubt be representative of opinions al-
ready presented many times throughout the province but which
will, hopefully, underscore them as being indicative of feelings
common to many teachers. Concerned as we are about the young
children who are dependent upon us to create a climate for
education for living, we would like to present the
following points.

Special Programming

We are convinced that it is imperative that classroom teachers be involved in decisions regarding the implementation of programmes which are designed to compliment the work of the classroom teacher but which so often fail in this respect. Inasmuch as special services are costly we believe that it is vital to obtain a consensus of teachers and, in particular, classroom teachers whose work would be affected by such services, with a view to making the best possible use of finances and resources for the benefit of the pupil - otherwise such services have little real value.

Pupil Grants

Because there is still a wide disparity between elementary and secondary pupil grants we strongly urge this committee to recommend an escalation plan which would result ultimately in parity.

We are well aware of the high cost of equipment and facilities in secondary schools but it is our opinion that our primary need in the elementary panel is for more personnel which would reduce class size to more workable proportions. It would seem inevitable that this would eliminate many of the problems which require special or individual remedial assistance at later stages of development.

Special Education

Since the Ministry of Education took a position a year ago on integration or special classes it is of interest to many of us how successfully this principle has been effected throughout the various educational jurisdictions.

Since small special classes are costly it would seem logical that integration should be promoted except in the case of the emotionally disturbed and severely retarded.

Many children have been stigmatized and excluded in other respects by segregation simply because of academic difficulties when surely a realistic rotary programme would have served a better purpose. It would have permitted children to remain in their own social milieu and furthermore would have made the specialized qualifications of the teacher available to many more children throughout a school.

Would this committee be in a position to comment regarding the progress, advantages or otherwise of this policy?

Junior Kindergartens

Since the Junior Kindergarten has become the mode, it would seem to indicate that the Teacher Training Programme must ensure that a Certificated teacher be qualified to teach these young children as an integral part of a total school programme.

This matter warrants very high priority in our opinion.

Hewlett Report Recommendations

It such institutions as Professional Regs. in
Nursing, Adjudication, Adjudicative Tribunals and various
levels of Advisory Committees are to be made mandatory by
legislation would it not be logical to assume that it would
direct monies from the Provincial Education budget which
ought really to be expended more directly for the benefit
of the pupil in the classroom.

We would vigorously oppose such legislation and
urge this Committee to use its influence to discourage the
implementation of these recommendations.

Centralization

We are very keenly interested in whether or not there is any definite indication of the anticipated advantages as a result of centralization in view of the very high cost of bussing and of elaborate building programmes currently underway.

With so many children being subjected to unnecessarily long and tedious schedules, undue and often unpleasant social pressures in addition to the lunch hour problems being encountered in various areas, should not the advantages far supercede to overcome such disadvantages.

Does this committee have any pertinent data to proffer which might dispel the doubts which many of us have in this regard?

While we are glad to hear that you are well,
and that you have been able to get some of your
unpublished work out, we are glad to hear that you
are enjoying it all the more.

We have pleasure in sending you our good
wishes for the coming year.

Yours truly,
Margaret Weston

Fanny Ringold,
President.

Best of love

Very truly
Margaret Weston

TOWNSHIP OF SANDWICH SOUTH

BERT R. BEDFORD

Clerk - Treasurer

Organizations
& Groups"

BRIEF #90

Oldcastle P. O.,
Oldcastle, Ontario

October 30, 19 72.

Committee on the Cost of Education,
C.I.S.E.,
102 Bloor St. West,
Toronto 5, Ontario.

Re: Cost of Education,
County of Essex

Gentlemen:

I would first like to congratulate the Minister of Education for taking the initiative in obtaining the views of the taxpayers of Ontario on the cost of education.

The Essex County Board of Education has embarked on a two-shift school system at Amherstburg District High School, Amherstburg, Ontario. The first shift is composed of students from Amherstburg and the surrounding area. A second shift commencing at 1:00 p.m. is composed of students from Sandwich South and Sandwich West Townships. Each shift has its own teaching staff, principals and related personnel. This shift system will remain in effect until the Essex County School Board resolves the many problems associated with reaching a decision to build a new secondary school for the students involved in the second shift at Amherstburg. The proposed new high school, due to location, soil conditions and legal expropriation, has become a multi-million dollar undertaking.

At this point, I would urge the Committee on the cost of Education to consider the following facts:

(a) Please find enclosed a four page copy of a report to the Essex County Council entitled "Research Report No. 3", this being part of a complete Essex County Planning Study which was made recently. Relevant data with regards to student displacement, reveals that the students which compose the second shift at Amherst, were taken from four school areas, all of which are presently under capacity. Essex District High School is presently operating at 75% capacity; Amherstburg District High School at 61% capacity; Harrow District High School at 74% capacity and Windsor High Schools are far below capacity due to a recent drop in enrolment.

Continued -

TOWNSHIP OF SANDWICH SOUTH

BERT R. BEDFORD

Clerk - Treasurer

Oldcastle P. O.,
Oldcastle, Ontario

October 30, 1972.

Page 2

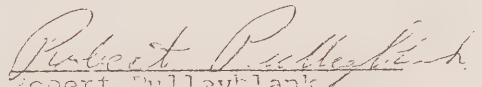
(b) A drop in students seeking their teaching degrees at the University of Windsor Teachers College, should make available some of the existing vacilities for other interests. A study should be made as to the extent of these facilities and their availability to the Essex County School Board.

An investigation by this Committee in regards to this brief could benefit the taxpayer of Ontario and Essex County in the following ways:

1. By making more efficient use of existing Essex County school facilities, the cost of a second shift at General Amherstburg District High School could be eliminated.
2. Amalgamation of the Essex County and Windsor School svstems would make use of unused existing facilities, thereby maintaining or decreasing school taxes to the individual and would increase the School Poard's efficiency.
3. Due to the fact that Essex County provides industry in Windsor with a substantial percentage of its work force, amalgamation of the two school boards would provide a leveling off of education costs to property owners in Essex County.
4. Through a more efficient use of the Windsor Teachers College, provincial dollars could be saved.

Thanking you for this opportunity to submit this brief on behalf of the Council of the Township of Sandwich South, I remain

Yours very truly,


Robert Pullenblank
Deave

implications

1. The provision of school facilities in Essex County appears to be adequate, with ample capacity for all minor population increases at most locations. There is a combined reserve capacity of almost 8,000 student spaces. These are in particular; Public Elementary Schools 3,331, Separate Elementary Schools 2,190, Secondary Schools 2,465 reserve student spaces.
2. The areas of the County which have reserve capacity should be used up for development first before committing expenditures to the remaining area. It should be noted that Transportation costs amount to an average of 30¢ per student per day. For the Separate School Board alone, with 6,056 students requiring transportation, a daily expenditure of over \$1,800 is required.
3. Short run predictable growth can be largely accommodated in existing facilities. Where a facility is at capacity the use of portable teaching rooms or the alteration of school district boundaries will postpone immediate capital expenditures.
4. The amount of future growth, hence the number of school facilities required is dependent upon the amount of land allocated for residential use in the County and local Land Use or Official Plans. The rate by which future growth is accumulated is largely dependent upon forces outside of the control of local or County government.

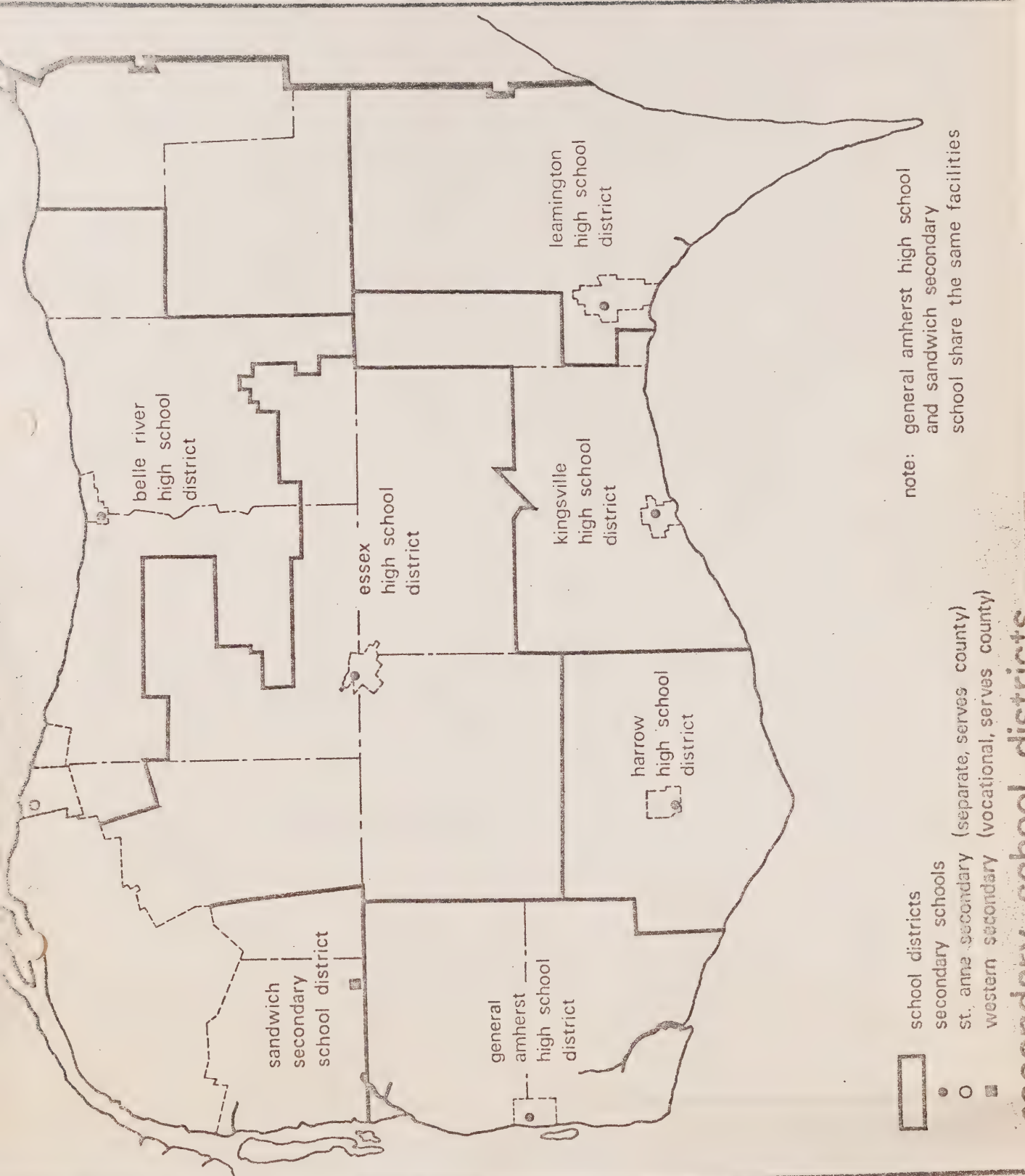


TABLE 6

SECONDARY SCHOOL POPULATION - SEPTEMBER 1971

NAME	School Population (1971)	Capacity (Student Spaces)	Reserve Capacity (Student Spaces)	Capacity %	Site Area (Acres)
Belle River D.H.S.	1,542	1,560	18	98.8	7.3
Essex D.H.S.	1,209	1,610	401	75.0	23.5
*General Amherst D.H.S.	971	1,580	609	61.4	5.0
Harrow D.H.S.	424	570	146	74.3	7.0
Kingsville D.H.S.	883	1,110	227	88.3	16.0
Leamington D.S.S.	1,483	1,670	187	88.8	12.0
*Sandwich S.S.	1,147	1,580	433	72.5	5.0
St. Anne Jr. H.S. (Separate)	283	366	83	77.3	5.0
Western S.S. (Technical)	441	900	459	49.0	69.0
Total	8,481	10,946	2,563	77.4 (av)	145.3

* These schools share the same site
Source: Department of Education.

Secondary School System

At the secondary school level the public and the Separate school systems mesh. There is one exception to this rule which is the St. Anne Junior High School which accommodates separate school students and is located in the Tecumseh area.

There are 8 high schools in the public school system making a total of 9 in Essex County. Each school serves a specific single area with the exception of Western Secondary School, which serves approximately 60% of the County, and St. Anne, which serves the whole County (Fig. 18).

At present there is a current school population of 8,481 students compared to a capacity of 10,946 student spaces (Table 6). This would permit an additional growth of 2,190 students. (Table 6).

The majority of schools can cope with a student population increase of over 20%. While General Amherst and Western Secondary Schools can tolerate increases over 40% of new students. Belle River District High School however is approaching capacity with only 75 student spaces or 5% capacity available.

The method by which high schools will cope with unexpected populations is similar to the other schools of the system, i.e. boundaries will be altered so that students may be directed to other schools which are better suited to handle them, or by the addition of portable classrooms. When additional school rooms are needed on a permanent basis then, where possible, additions to existing structures will be made.

of total site area, than others for school additions. The largest site of 69.0 acres is occupied by Western Secondary School, while General Amherst Secondary school occupies only 5.0 acres. Both schools contain a high reserve student capacity, therefore additions to either seems unlikely in the foreseeable future. It must be noted however that General Amherst Secondary School and Sandwich High School share the same facility. The students of the Amherstburg district occupy the facility in the mornings while the students of the Sandwich district are there in the afternoons. At present, this "split shift" approach will continue until future building plans are resolved.

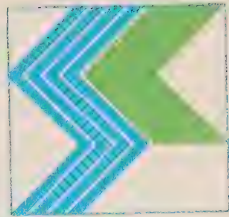
Some schools are better suited, in terms

CHAMBER OF COMMERCE

ST. CATHARINES
AND DISTRICT

BUILDING
A BETTER
COMMUNITY

P.O. BOX 940
132 KING STREET
ST. CATHARINES
ONTARIO/CANADA
PHONE 684-2361



"Organizations
& Groups"

BRIEF #91

SUBMISSION TO COMMITTEE ON EDUCATION COSTS

As individuals in the community and as representatives of the business interests in the community, the Chamber of Commerce has a direct concern for the escalation in cost of education. The Chamber is of the opinion that there is an investment quality in education - a quality which does not lend itself to strict cost accounting in a meaningful way. Although basically the Chamber has no great quarrel with the system as it exists today, it is of the strong opinion that it is necessary to practice efficiencies wherever possible without seriously damaging the quality of the education program.

The Chamber sees possible savings in several areas. For example, although appreciating the necessity of adequate facilities, it is the Chamber's opinion that there must be a direct relationship between the quality of the facilities and the task that they are expected to perform.

On the one hand the Chamber has the expectation that the educational system will produce the individuals required to sustain the industrial and commercial life of the community. On the other hand, the Chamber is also conscious of the need to impart an education which would appear to have less direct relevance to industrial and commercial matters. It thus becomes difficult to assign priorities. It is in our opinion important to attain a balance between what one might refer to the practical versus the non-practical in the education system. Our commercial and industrial institutions are by definition concerned first and foremost with productivity. In the pursuit of productivity, cost factors can be located and identified and action can be taken to relate costs with productivity. In our educational institutions, however, there is a creative process at work which renders it difficult to ascribe dollar values. The investment quality in this case is obviously more significant than the immediate result. The Chamber is conscious of this problem and other than to suggest that principles of efficient administration and management be applied in the educational system as in commercial institutions, it is not qualified at this point to make specific recommendations on academic philosophy or approach.

As an example of greater efficiency in school operation, the Chamber recommends the policy of urging the Public Schools and Separate Schools in our communities to co-operate and co-ordinate use of special facilities and special services. For example, buses could be employed to pick up students for both school systems where routes and schools coincide within practical limits, sharing of special resource people, such as supervisors, psychiatrists, and other medical people could result in significant savings to the general taxpayer.

It is perhaps incumbent on society, to rationalise the demands for manpower and to make these demands known to the entire community so that the student may wish to consider his education in terms of the opportunities and possibilities for contributing to the life of society and to find his place in it. The Chamber realizes the practical implications of this statement:

it requires manpower studies on a continuing basis coupled with a more efficient and adequate vocational counselling service in the secondary school systems of Ontario. Even though this will entail an increase in the vocational and guidance component of the school system, the Chamber sees this as a necessary step if the output of our school system is to bear some relationship to the needs of the community.

The reality of automation and technology has profound implications for the future. It suggests to the Chamber that the future may see more opportunities for leisure where the individual will be thrown on to his own resources if he is to achieve a quality of life which will be both satisfying and productive. In this sense, therefore, what we have termed the non-relevant aspects of education take on greater dimension. The schools must be prepared to impart an education which will render the individual capable of involving himself in creative and recreational activity, as well as preparing him to make a worthwhile contribution in the society of which he is a part.

The Chamber urges the committee in its deliberations to bear the above point in mind. At a time when the school system is being criticised for its costs to society, the Chamber is concerned that any economies which appear to be justifiable should not result in a situation where society may be deprived in the future of young people capable of dealing with the results and changes of the future, as well as making their contribution to the present.

SUBMISSION TO THE COMMITTEE ON
COSTS OF EDUCATION, RE: JUNIOR
KINDERGARTEN

INTRODUCTION

While as yet no official policy on Junior Kindergarten has been adopted by the Niagara South Board of Education, nevertheless I feel that this is a good opportunity to express my opposition to them since the feeling seems to be that they will come eventually, having been widely adopted in Toronto.

I base my objection on the following grounds:

1. Cost. Why are Junior Kindergartens being set up at a time when other services are being curtailed and the pupil teacher ratio has been increased?
2. Need. I can see that some kind of "Head Start" program is advantageous to children from disadvantaged homes - and in this category, I include children who do not speak English. However, these and other children could benefit as much or more from Nursery School or Day Care and I would prefer to see more subsidized Nursery Schools and Day Care Centers.

Furthermore, in Niagara Falls, Junior Kindergarten would exacerbate a problem which already exists for mothers whose

children are enrolled at the William Fingland Day Care Center. Because this center cannot take children for half days, the mother must make other arrangements for the care of her child when the child is in Kindergarten. If Junior Kindergarten were introduced, she would have this problem of care for the two Kindergarten years.

3. Teachers.

(a) In Toronto, the teachers union has refused to allow nursery school teachers with diplomas in Early Childhood Education to teach Junior Kindergarten.

They will be taught by qualified teachers. Elementary school teachers will soon be required to have university degrees. Does this mean that to teach 4 year olds it will be necessary to have a degree?

(b) Pupil teacher ratio. In nursery schools it is necessary to have two teachers for fifteen children. In primary schools, one teacher may teach 33 children.

In either case, whether we employ highly qualified teachers or a greater number of less qualified teachers, the cost of education will substantially increase.

4. Age. In Niagara Falls, children can start Kindergarten in September if their 5th birthday is prior to March 1st of the following year. Thus a child can start Kindergarten at 4-1/2 years of age. If Junior Kindergarten were introduced he/she would start at 3-1/2 years, which would not necessarily be good for all children.

In addition, Kindergarten is not compulsory, but children who start Grade 1 without the benefit of Kindergarten find themselves at a disadvantage.

Similarly, if Junior Kindergarten were not compulsory a child who did not attend Junior Kindergarten or Kindergarten would find himself at an even greater disadvantage in Grade 1, and in fact Junior Kindergarten could exacerbate the very problems it seeks to solve.

Also, since schools are "free" many mothers would send their children even if it were not in the child's best interest.

Summary

1. It is not to the benefit of all children to attend school at the age of 3-1/2 years, and even if Junior Kindergarten were not compulsory, children who did not go would be at a disadvantage.
2. Subsidized nursery schools and Day Care Centers would serve the same purpose and are more suitable for children of this age group.
3. Junior Kindergartens should not be set up at a time when we are trying to maintain a ceiling on the cost of education.

Helveth Willett

Martha Aimes (pp)

Margaret Clifford

TOWNSHIP OF PICKERING

BRIEF TO THE PROVINCIAL COMMITTEE
ON THE COSTS OF EDUCATION

The following submission relates to three aspects of the question of education costs in the Province of Ontario.

1. Funding of education.
2. Personnel employed by Boards of Education
3. Growing Municipal involvement in education.

FUNDING

Education is no longer a matter of local community administration and decision. It is no longer a process for children aged 6 to 16 but for the entire population at any age and level.

Education today involves the cultural, social and recreational needs of all people.

The direction of educational administration and power is toward increasing centralization.

The province should assume most if not all of the costs of education because:

- (1) A concept of universal multi-level education is accepted and encouraged by the province.
- (2) The province encourages centralization of decision and financial authority.
- (3) The growing total of educational costs is too heavy a burden for a home owner, particularly those on fixed incomes, to bear through property tax.
- (4) Property tax funding of education increases the costs of owned or rented accommodation which counters efforts by the provincial and federal governments to provide more and cheaper housing.

PERSONNEL

Seventy percent or more of expenditures by boards of education relate to the salaries and fringe benefits of teachers, administrators, consultants, clerical staffs, maintenance and other support personnel. Any meaningful reduction in the overall costs of education, therefore, demands a reduction in this area of expenditure. Such reduction might imply:

- (1) Changes in the teacher-pupil ratio and a change in the methods of teaching. It is recognized that the teacher is the key figure in education, but numbers is not the issue - rather quality and method.
- (2) More efficient methods in maintaining buildings to lead to less expenditures on either personnel or materials or both. This also has considerable implications for school design.
- (3) Removal of much unnecessary paperwork so that there could be a reduction in clerical personnel. There is a real and urgent need to investigate the high costs of paper shuffling.
- (4) Similar efficiencies in all other departments - including the actual need for academic personnel in a pseudo-administrative role.

MUNICIPAL INVOLVEMENT

Municipal governments are providing expanding programs of recreation and education, some involving cross-billing with boards of education for facility use.

Public demand for extended use of school buildings for community activities requires cost-sharing involvement by municipalities and the provision of new physical structures such as community centres, day care facilities.

There is a danger of overlapping costs in personnel, construction and programmes, increasing the costs of education whether such costs are paid by municipal councils or boards of education.

New legislation permits agreements between municipalities and boards for shared facilities, but there remain areas of conflict of jurisdiction and authority which tend to mitigate against a decision to share.

SUMMARY

The Township of Pickering suggests, for reasons previously stated in this Brief that:

1. The province should finance education completely or almost so.
2. The total number of employees of boards of education should be reduced by a substantial amount, with better methods and greater efficiencies replacing them. A ten percent reduction in all personnel would effect an overall seven percent reduction in the cost of education.
3. Community Buildings could replace a number of municipal and educational structures such as the formal school, the community centre, day care, health clinic, library facilities etc.

4. Whether buildings are controlled by boards of education or municipalities, their design for educational purposes should demand materials and methods that drastically reduce the need for caretaking, maintenance, heating and lighting.
5. The overlap between municipal and educational jurisdictions, programs and personnel should be carefully studied with a view to effecting further economies.

Respectfully submitted by the
Council of the Corporation
of the Township of Pickering

January 19, 1973

A BRIEF
TO THE COMMITTEE
ON THE COSTS OF EDUCATION

PRESENTED BY
THE MAYOR AND MEMBERS OF
THE COUNCIL OF THE CITY OF ST. CATHARINES

. October 31st 1972

INTRODUCTION

The council of the Corporation of the City of St. Catharines is pleased to submit this brief to the Committee on the Costs of Education. Our submission will deal with those matters which are of direct municipal concern.

This council wishes to express its full approval of the need for such a comprehensive enquiry and of the manner in which it is being conducted, giving full opportunity to interested persons, groups, and municipalities to express their views. The brief will express the point of view of the Municipal Corporation and any suggestions or criticisms are intended to be constructive and to assist the Committee in this most important undertaking.

In considering a submission to the Committee the council of the City of St. Catharines has deliberately avoided comment on the areas of academic interest, course content, and related matters, and has also avoided a detailed approach to the budgets of board of education, and grants. We feel that these are areas in which we do not have competence and they are better considered on the basis of comments from boards of education or professionals in the field. Our intention has been to deal with several areas in which we feel general policy directions can be indicated that would have an important effect on the cost of education. These are dealt with below.

1. As a general comment, it is our view that in the government service today there is a definite need for personnel with greater expertise in management technique. This appears to be the case in all levels of government and government agencies, including the municipal field. It is our feeling, therefore, that a greater emphasis should be placed in selecting personnel for senior positions at the board, regional and provincial levels, to provide the necessary managerial competence which is required today. This does not deny the need for people with academic skills and background at senior levels, but unfortunately, at the present time there are few people at this level whose background and skill are in management techniques.

It is therefore suggested that there is a need for personnel with administrative and management strengths and skills, perhaps even with

a business background in senior levels of the educational system, at the local, regional and provincial levels.

2. It is our understanding that the government of Ontario is encouraging maximum use of education plant, equipment, and facilities to serve other purposes in the community. Indeed, in St. Catharines we have developed a good working relationship between the Board of Education and our Parks and Recreation Department, and we have formalized a policy for the sharing of these facilities.

It is our view that greater efforts should be made to encourage the sharing of these facilities to provide maximum usage and additional service for community use. This might be encouraged in the form of legislation and financial incentives.

In a similar manner, there has been some encouragement by the provincial government for the public school boards of education and the separate school boards of education to co-operate in the use of facilities. We feel more vigorous steps should be taken by the government in the form of legislation and financial incentives to encourage boards to share in the use of plant, equipment, and personnel. There would be undoubted savings to the provincial and local taxpayers by such co-operative efforts.

3. The council of the city of St. Catharines has consistently taken the position that property tax is not the appropriate form of revenue for educational purposes. It is recommended that the provincial government should continue

to increase grants to boards of education, so that a higher percentage of the financial support for education would come from non property tax sources.

4. The city of St. Catharines is a constituent municipality within the Regional Municipality of Niagara, and within the regional boundaries there are two boards of education - Niagara North and Niagara South.

Prior to the establishment of the county boards and the Regional Municipality of Niagara, the city of St. Catharines had a very close and co-operative relationship with the Board of Education. We worked very closely with the Board in connection with fiscal planning, including capital and operating budget requirements. In this way city council had full knowledge of the financial impacts on the local taxpayer, and were able to undertake a total approach to fiscal planning. Because of the changes in jurisdiction referred to above, this relationship has been lost and the preparation of budgets, both capital and operating, are dealt with independently, and the process of fiscal planning at the local level is more fragmented. It is our view that this has resulted in harmful effects in that there is a lack of total fiscal planning at the local level. We feel steps should be taken which would provide for better co-operation and co-ordination of capital expenditures and operating requirements among these local and regional jurisdictions.

Because of the considerable demands on the taxpayer to provide for the services in today's society we feel that the need for improved and

long term fiscal planning has never been greater.

We would like to express our appreciation for the opportunity to make this submission to your Committee. We feel that as a responsible council in the Niagara Region we should express our views on a matter of such consequence.

We hope the deliberations of the Committee will result in recommendations to the government that will develop more effective and more efficient use of public funds for the purpose of education and related services.

CITY OF ST. CATHARINES

Office of the City Administrator

CITY HALL
ST. CATHARINES, ONTARIO, CANADA
PHONE (416) 684-6371



November 3rd 1972

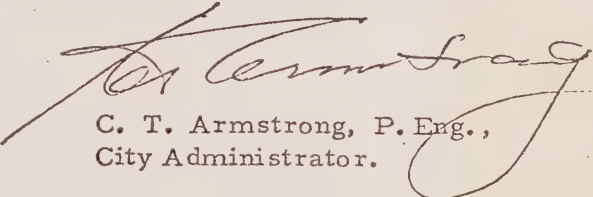
Mr. T. A. McEwan,
Chairman,
Committee on the Costs of Education,
Room S-944,
252 Bloor Street West,
Toronto 181, Ontario.

Dear Mr. McEwan,

His Worship Mayor Chown, Alderman Willmot, and I wish to thank you for the opportunity to meet your Committee at its recent hearings in St. Catharines. We enjoyed the discussion and we hope our contribution will be of assistance in your deliberations and recommendations.

You will recall that during the discussions we indicated a good working relationship with our Board of Education, and we advised that we had a statement of agreement setting out the principles of joint use of facilities. As you requested, I attach a copy of this agreement.

Yours very truly,



C. T. Armstrong, P. Eng.,
City Administrator.

att. 1

AGREEMENT made in duplicate this 11th day of August 1970.

BETWEEN:

"Organizations
& Groups"

BRIEF #93 (Supp.)

THE CORPORATION OF THE
CITY OF ST. CATHARINES

Hereinafter called the "City",

of the FIRST PART.

- and -

THE LINCOLN COUNTY
BOARD OF EDUCATION,

Hereinafter called the "Board",

of the SECOND PART.

WHEREAS it is the purpose of the City, through its Department of Parks and Recreation, to construct, develop, operate and maintain recreation facilities and to organize and administer public recreation programmes for its citizens;

AND WHEREAS the Board has adopted a policy of making school buildings and grounds available for community recreation purposes, provided there is no conflict with the operation of school activities;

AND WHEREAS it is the wish of the City and the Board to mutually use these facilities for the maximum benefit of the community;

NOW THEREFORE IT IS agreed by and between the Parties hereto -

1. (a) That the City shall make available to the Board for school activities its areas and facilities within the limitation of suitability, previous commitments or other logical considerations.

(b) That the Board shall make available to the City for recreation purposes its areas and facilities within the limitations of suitability, previous commitments or other logical considerations.

2. That the Board and the City shall grant each other the use of its areas and facilities in preference to non-public agencies provided such use is not in conflict with previous commitments or other logical considerations.

3. That prior to the acquisition of a site for a Park-School project and the development thereof, the standards for such shall be agreed to by the Board and the City.

4. (a) That the Board shall purchase and hold title to all lands to be developed primarily for school purposes.

(b) That the City shall purchase or acquire title to all the lands to be developed primarily for recreation purposes.

(c) Where such lands are adjoining, they shall be developed co-operatively and each party shall share the cost of developing and maintaining the facilities provided, as agreed upon for each location.

5. The Parties hereto shall co-operate to provide facilities for maximum community use and shall share the cost of providing and maintaining such facilities as may be agreed upon from time to time.

6. That the costs of property damage arising out of the misuse of buildings and facilities by any party to this agreement shall be assessed to and paid by the party responsible for the activity from which damage results.

7. That each party shall assure that adequate and qualified supervision shall be provided for all activities organized by it or under its auspices, in buildings and facilities mutually used under this agreement.

8. This Agreement shall continue in effect from year to year unless any one of the Parties gives 60 days' notice in writing to the other party, requesting a review of the terms hereof.

IN WITNESS WHEREOF each of the Parties hereto has affixed its corporate seal under the hands of its officers duly authorized in that behalf.

Signed, sealed and delivered)
In the presence of)

THE CORPORATION OF THE CITY OF
ST. CATHARINES

Madame J. A. Chen
Mayor

William K. Fitzgerald
Deputy Clerk

THE LINCOLN COUNTY BOARD OF
EDUCATION

W. R. R. R. R. Chairman

James C. Chapman
Assistant Secretary

THE WENTWORTH COUNTY ROMAN CATHOLIC
SEPARATE SCHOOL BOARD

SUBMISSION TO THE COMMITTEE ON THE COSTS OF EDUCATION

"Organizations
& Groups"

BRIEF #94

Gentlemen:

This submission is made on behalf of the Wentworth County Roman Catholic Separate School Board, a system serving the Separate School Supporters of the City of Hamilton and the County of Wentworth. We operate 44 schools from Kindergarten to Grade Eight and five schools for Grades Nine and Ten. The total average daily enrolment is slightly more than 22,700.

We would like to say at the outset that we are generally in favour of ceilings on expenditures and that, with the exception of a few areas, we find the ceilings reasonably realistic.

As a constructive gesture we would like to call the Committee's attention to the following points:

1. Cost of Operating Grades 9 and 10

Some Boards (of which we are one) are authorized by law to operate a Kindergarten to Grade 10 system by deeming the latter two grades to be elementary. While they are deemed to be elementary, they are actually being operated as secondary grades with secondary programs and all the attendant additional costs. In spite of this, they do not qualify for grant at the secondary level nor to date is there any special consideration being given to the above-normal expenditures. In our own case the cost of operating Grades 9 and 10 is approximately \$856.00 per pupil, a figure well below the approved secondary school ceiling but still far above the elementary ceiling.

We accept the Minister's ceilings as a desirable norm but in our case we are compelled to operate the K-8 system at \$32.00 per child below ceiling so that we may finance the higher costs of Grades 9 and 10 and still stay within the Minister's Guidelines and Ceilings.

If the weighting factors are designed to cover the cost of special education for compensatory education and for cost differentials and can be so accurately developed that they are worked out to a thousandth part of one per cent, surely some factor could be calculated to compensate for the additional cost of operating Grades 9 and 10, particularly when as in our case, these grades represent 12.67% of the total enrolment.

2. Grants on the Purchase of School Sites

The present grant on recognized extra-ordinary expenditures for property purchases is based on the lesser of the equalized assessed value of the property or the actual purchase price. Where a board buys a school site in an undeveloped neighbourhood, the equalized assessed value and the purchase price are poles apart. A typical illustration is a recent purchase of 3.91 acres from the Ontario Housing Corporation. \$96,800.00 was paid for land assessed at \$40.00 (equalized assessment - \$145.00). We would suggest that a more realistic approach would be to recognize the purchase price for grant purposes.

3. Cost of Interim Financing

For those Boards whose major source of income is legislative grant rather than the municipal levy, the Department's practice of withholding 5% or more of the previous year's provincial grant is a rather costly item. In our own instance the balance of the 1971 grant, amounting to approximately \$1,000.00.00, was not received until October 23, 1972. In the interim these funds had to be borrowed from the local bank at an interest cost of approximately \$50,000.00. We would suggest that the balance of the previous year's grant should be paid on filing the annual return.

4. Unapproved Portion of Debenture Issues

As a result of the basic reorganization of school jurisdictions in the Province of Ontario in 1969, the new county boards assumed the debenture liabilities of their predecessors and in a great number of instances the portion of the debenture repayment eligible for grant was substantially less than the payment itself. With today's controls over

)

construction costs, this situation should no longer prevail, but nevertheless the present board is still saddled with the unapproved portion of previous issues incurred by the former boards. Two boards with widely varying amounts of assessment can be required to assume the same amount of unapproved debenture debt to the severe detriment of the Board with the smaller assessment base. We would suggest that consideration should be given to a special grant in this area with some type of factor related to the amount of assessment available to the respective boards.

CORPORATION OF

THE VILLAGE OF MAGNETAWAN

DISTRICT OF PARRY SOUND

MAGNETAWAN - ONTARIO

26th September, 1972

"Organizations
& Groups"

BRIEF #95

Dr. J.R. McCarthy,
Executive Director,
Committee on the Costs of Education,
Room S-944,
252 Bloor Street West,
Toronto 181, Ontario.

Dear Sir:

This is to advise your committee that it is almost a month since you advised the Chairman, Mr. Harvey Raaflaub, of the East Parry Sound Board of Education, Box 40, South River, that it was your intention to hold a meeting at North Bay on Oct. 2nd and to advise Municipal Councils and other local organizations of the meeting. We have only received the notice of this meeting as of September 21st, which does not leave time to arrange to attend the meeting in North Bay on Oct. 2nd. We believe that this was delayed intentionally as the East Parry Sound Board of Education is in deep trouble with the Ratepayers and Municipal Councils over the exorbitant rise in the cost of education in this area.

The Municipal Council of the Village of Magnetawan protests very strongly the exorbitant demands made upon the ratepayers of the Village of Magnetawan for education costs and also those made in portions of the unorganized Townships of Croft, Lount and Spence for which we also collect the school taxes.

WHEREAS, the cost of education in the above municipalities has risen by 17% from 1970 to 1971 and again has risen by 54% from 1971 to 1972;

AND WHEREAS in addition to the regular costs of education, we are paying off a previous deficit of nearly \$300,000. in the East Parry Sound School District;

AND WHEREAS the East Parry Sound Board of Education are planning a further addition of classrooms to the Senior Public School at Burks Falls, which will result in an increase of 75% or more for 1973;

THEREFORE BE IT RESOLVED that the Committee on the Cost of Education bring to the attention of the Minister of Education

the urgent need to restrain the East Parry Sound Board of Education from building further classrooms or new schools until the present debt of nearly \$300,000. is paid off and the East Parry Sound School Division has been re-assessed in its entirety by the Assessment Commissioner.

Yours very truly,

Arthur F. Raeflaub

Arthur F. Raeflaub, Reeve, *per M.B.*

ON BEHALF OF MAGNETAWAN COUNCIL

APR:m

"Organizations
& Groups"

BRIEF #95 (Supp.)

Dr. J. R. McCarthy
Executive Director
Committee on the Costs of Education,
Toronto 181, Ontario.

Dear Sir:

Further to my letter of Sept. 25th re School costs in the
East Parry Sound School Division;

Whereas the Director of Education, for the East Parry Sound Board
of Education, Mr. Roy Mawhiney has predicted a decline in School enrol-
ment of 700 Students by the year 1980,

And whereas the East Parry Sound School Board are contemplating
further additions of classrooms to the Land of Lakes Senior Public
School in Burk's Falls and other schools throughout the District,

And whereas the re-assessment of the District will not be compl-
eted until the year 1975 and as many properties are either not assessed
at all or have an assessment away below their market value, thereby
creating an unequal sharing of School taxes,

And whereas the Ratepayers are still paying off a previous debt
(deficit) of some \$800,000 created by the Board's miscalculation of
Grants and other illconceived ideas such as transporting 1 kindergarten
pupil a distance of 7 miles ~~per day~~ being the only passenger on the Bus;

And whereas temporary Classrooms have been used successfully in
this District before and also in Metropolitan Toronto and other areas
of the Province;

Therefore be it resolved that the East Parry Sound Board be
restrained from further costly building programs at this time or
until such time as conditions in the District become more stabilized,
as there is no Industry in the District to support heavy taxation,
we further believe a five or seven man Board of Education would be
more efficient and much less expensive than the present 14 or 15 man
Board, as has been proven by the Boards of Management of Homes for

rec'd OCT. 30/72

the Aged, who have jurisdiction over half Districts and whole Districts and Counties with good results,

The approximate cost of a five man Board of Management of Homes for the Aged in this District for meetings and mileage is about \$2,400 per year, whereas the cost of a fifteen man Board of Education for this same District for one year is about \$24,000; this alone would be a worthwhile saving especially if put into effect across the whole Province;

Therefore be it further resolved that the East Farry Sound Board of Education be encouraged to use temporary classrooms until the student enrollment becomes more stabilized, and that a ceiling of 50% of collectible taxes be imposed on Education costs as the Municipalities still have to pay for Provincial assessing, District Welfare, Homes for the Aged besides all the Municipal services required including snowplowing and sanding of roads for the School Buses;

And be it further resolved that we are very strongly opposed to the Family of Schools concept and the transporting of any grades below seven & eight to Senior Public Schools, which will only add to the transportation costs to the detriment of the Junior Public Schools in a sparsely populated District like Farry Sound,

We further go on record as opposing any further closing of Public Schools in the District; all of the above respectfully submitted on behalf of the Village of Magnetawan and the unorganised Townships of Croft, Spence and Lount.

Yours very truly,
Arthur F. Raaflaub, Reeve.
Village of Magnetawan.



MIDDLESEX COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

P. O. Box 517, 401 Queens Avenue, London, Canada

K. J. REGAN
Superintendent of Schools

October 30, 1972.

SUBMISSION TO COMMITTEE ON THE COSTS OF EDUCATION

Introduction:

The Middlesex County Roman Catholic Separate School Board is a member of the Ontario Separate School Trustees' Association and as such has participated in the preparation of the Brief submitted to your Committee by that Association.

The Board feels, however, that while it generally endorses the Brief of the Association, there are certain points about the costs of education in Ontario which it would like to state to the Committee.

The aim of the Board of Trustees of the Middlesex County Roman Catholic Separate Schools in presenting this Brief is to contribute many ideas to the studies of your Committee. It does not reflect the thoughts of any one trustee or of the Board as a unit. It is hoped that it will stimulate constructive debate.

I - GENERAL OBSERVATIONS

1. We wish to open by stating the obvious.
2. An inquiry into costs must, at least to some degree, be founded upon a widely held assumption that financial spending in the subject area is too great and/or is not under sufficient control.
3. The accuracy of this assumption is a judgment concerning the priorities of our society generally which must remain with society and the government which represents it. We in education, of course, insist that the educational priority must be held very high indeed, dealing as it does with the future of society and of mankind. But we recognize there are other priorities such as health care, law enforcement, the needs of the elderly and of the environment, and urban life; all in addition to individual needs and comforts such as housing, vacations and entertainments.
4. We compete in the market place with all these needs. Some needs, like food and shelter, are immediate and stand higher than education which serves a longer term need. On the other hand, our society has tended to consider, through rising expectation, more and more non-critical matters as objects to be immediately enjoyed. In such a climate it is not surprising that formal education should be looked upon as something which might be cut back to make room for other necessary and discretionary spending.
5. It is the responsibility of educators and, we submit, of the committee to bargain hard in the market place in the future interest both of society and of the individual concerned. We must adopt the same hard and soft sell as do our priority competitors and enlist every possible means to promote further understanding of our product.
6. "Product understanding" is crucial for education and for the spending which supports it.
7. While the total cost of education must remain in the realm of social priorities the question of control or effectiveness in spending is very much the responsibility of the educator. It should be borne in mind, however, that forces beyond his control continue to operate as well.
8. For the purposes of our presentation, we assume that the present level of total educational spending as a percentage of public expenditure is both defensible and in proper balance with other social needs. In adopting this position we have rejected the formerly practiced approach based, as it was, on a disgracefully low level of remuneration of the teaching profession and the "dropping-out" of other than "good" academic students. At the same time we have also rejected the desire to seek a solution to all learning problems in the direction of more generous spending.

II - GOALS

9. Three references are made, in the terms of reference of your committee, to the attainment of the goals or the aims and objectives of Education in Ontario. We were, and are unaware that there has been any formal adoption of goals or any general agreement among educators or the public in this regard.
10. It should not be presumed by the Committee that this question was resolved by the Hall-Dennis Inquiry. The objective there stated is one of individual growth. Without formal or popular acceptance we must, however, assume that the goals stated in "Living and Learning" have merely joined the ranks of the pious platitudes for which our society is famous.
11. We wish to dwell on this question of goals because it is fundamental to the work of the Committee. Hall-Dennis failed because it advocates spending to develop human characteristics that are counter productive in our consumer oriented society. It tried to shape society and, at least for the present, it has failed.
12. If we are to relate costs to goals and then relate educational goals to the goals of society i.e. "to reflect society" then we should spend some time analysing society. Our society prospers on economic growth and thus requires the ever increasing consumption of goods and services. The short term and the long term effects, the products and the by-products, of this thrust upon our society and upon mankind generally could lead us into endless debate but, if this is the inevitable indicator of our educational goals, we should be prepared to admit the fact.
13. As Catholic School Trustees we categorically reject such short-sighted materialistic goals. We support Hall-Dennis and the concept that the Christian school has a heavy responsibility to help form a better human society.
14. The Schools Administration Act (Section 21) still piously exhorts teachers "to inculcate by precept and example respect for religion and the principals of Christian morality and the highest regard for truth, justice, loyalty, love of country, humanity, benevolence, sobriety, industry, frugality, purity, temperance, and all other virtues". Can we really pretend that these virtues stand high in public esteem at this point in time? If we assume that these are the goals of education and the elements of character formation desired by our adult society we must be prepared to compete with the massive expenditures of commercial institutions.
15. For example, if the education process was successful in inculcating frugality our "growth oriented economy" would be brought to its knees in a single generation for, to a significant extent, "wealth" is dependent upon the production, distribution and consumption of "junk".
16. On another level, it has been suggested that the goal of education is to provide every child with the tools and skills to enable him to take his place as a good adult citizen. Those skills have been defined to include some minimum degree of academic and social success.
17. Educators have thus paid ever-increasing attention to those factors, both inside and outside school, which influence the attainment of academic and social skills. In so doing they have, in the name of education, been forced to assume responsibility for many facets of the lives of children beyond the traditional areas of concern.
18. Many Ontario schools have assumed responsibility for students ranging in age

II - Goals (Continued)

from pre-kindergarten to the early twenties. Programs are attempted to accommodate almost every conceivable physical, intellectual and emotional problem. Increasingly, schools have become involved in many areas which were formally the prerogative of parents (notably sex, drug, alcohol, tobacco etc. "education"). We find programs in business, industrial arts, driver training, theatre arts and all the rest. Currently, we are experiencing pressure to establish schools which provide for French language "immersion" and courses in consumer education.

19. It is not our intention to deny the value of such programs but only to suggest that, when and where they are demanded, added cost is inevitable.
20. Furthermore, research has suggested that improvement in student outcomes may require sweeping changes in the organization, structure and content of educational experience. There is evidence that "non school" factors may be more important to achievement than school factors, and the best way to attack the educational problems may not be through school at all.

III - USE AND CONTROL OF RESOURCES

21. School Boards derive their finances almost exclusively from two sources - legislative grants and local levies. A typical separate school board may operate on 80% grants and 20% levies and a typical public school board (i.e. Board of education, elementary panel) may operate on 60% grants and 40% levies. (The difference in rate of grant results from the Robarts Foundation Plan of 1963 which attempts to balance off lack of corporation assessment to provide an equal number of total dollars). The percentage of total education costs paid by legislative grants has increased markedly in recent years.
22. Many separate school boards attempt to operate on the same tax rate as their local public board. In keeping with the "total dollar" concept above stated we believe this objective should be encouraged in every way possible by equitable grant regulations.
23. There are logical tendencies inherent in the present scheme of grants which we would draw to the attention of the committee.
24. For some years past the annual grant regulations have been based on one premise: grant is generated only by expenditure. In other words, if a school board spends it gets grants and if it doesn't spend it gets no grants. The more it spends the more grants it gets (up to the grant ceiling). The more it saves the more it loses.
25. In such circumstances there is little incentive for a board to cut expenditure since trustees and administrators would be confronted by staff and supporters claiming that available funds had been rejected. We may say that a dollar saved from taxes anywhere is a dollar saved for the taxpayer but that is little consolation for an individual operation.
26. At the present time the percentage of grant available to a board is the same for the first dollar it spends on absolute essentials as it is for the last dollar spent as it reaches its grant ceiling.
27. In our opinion a better formula would be one that pays 100% grant to the extent necessary to provide a sound "core" program and which then drops off at an increasing rate until it reaches zero at the grant ceiling. Such a formula would encourage thrift and realistic programming since a board "cutting back" would be rewarded by an increased percentage of grant.
28. The imposition of ceilings has been an attempt not so much to encourage the virtue of frugality as to limit the vice of extravagance. For various reasons, the ceilings had to be set sufficiently high so that relatively few boards were immediately affected. For those which were operating at high levels of expenditure the implementation of the ceilings has been eased through special program grants, weighting factors and the use of grant floors. To cite an example, we would point out that the special grant for French was, last year, only in fact received by boards which were otherwise spending at their ceiling. The point could be made that such an approach discriminates against "poorer" (or thriftier) operations.
29. For many boards not immediately affected the ceilings have been used as spending goals to be attained as soon as possible.
30. It might be thought that the imposition of the local mill rate would act as a deterrent to spending. Such has not proved to be the case for the following reasons:
 - (a) The increase in the percentage of cost assumed by the province with the resulting decrease in the effect of local levies.

III - Use and Control of Resources (Continued)

(b) The legal rights of school boards to impose levies.

31. We recognize that ceilings placed upon expenditure will, eventually, result in a limit on costs in education but not necessarily in efficiency in spending.
32. The concept of Accountability has become fashionable in education. Combined with Programs Budgetting it is said to have a most beneficial effect upon the efficiency of spending. We would recommend that studies be made to ensure that reliable information can be made available to all Boards on these two important items.
33. We must be sure that Accountability does not place too much stress on the measurement of academic achievement or performance. We must not let Accountability or Program Budgetting force us to attempt to equalize every child's performance in a common curriculum. Such a system will guarantee frustration and failure for a large proportion of the children it should serve. We know because our provincial system has attempted to equalize scholastic performance in the past. The belief that equality of educational opportunity should lead to equality of performance is a false hope.
34. Planned Program Budgetting, or Objective Budgetting, must also be studied very carefully to ensure that it is not a centralizing force which will prevent schools from diversifying. We believe that increasing expenditures on traditional educational practices may not improve educational outcomes substantially. The Committee must seek funds to ensure the careful planning of innovation and experimentation.
35. As an essential part of such a procedure it will be necessary to study the effectiveness of such innovative programs as educational television, non-grading, the individualization of instruction, the discovery approach, open classrooms, etc. If it becomes possible to relate degrees of true effectiveness to cost, trustees and administrators will be in a much stronger position to assign priorities and provide funds from their limited resources.
36. The complaint has often been made that schools do not use their facilities to the utmost capacity. While we would have to admit that this is the case we wonder if schools are any more delinquent than others. Government and business offices are not usually open in the evenings but we meet many demands that schools be made available for use during evenings and holidays and, to a large extent, without additional funding. We simply deny that this is possible.
37. While we believe that school boards and administrators have generally tried, sometimes in difficult conditions, to provide a reasonable service at a reasonable cost, we would be short-sighted to pretend that education does not suffer from the same woes which beset any bureaucratic monopoly.
38. Schools are sheltered from the competition of the market place. They are guaranteed a clientele by law and so are not forced by economic necessity to do anything more than exist. It has been suggested by some that the deliberate insertion of a degree of competition into education in Ontario could result in lower overall costs and increased quality in meeting individual needs.

III - Use and Control of Resources (Continued)

39. In examining current spending patterns, we believe the Committee should weigh spending at the secondary level against its effectiveness at that level. In other words, could some secondary programs be more effectively carried on at the elementary level?
40. For example, if we concede that language is better learned in the early years, would not the present secondary school French budget be more logically spent in the primary division?
41. Similarly, if learning problems can best be treated in those same early years, would not additional funding for this purpose spent in the primary division result in saving later on when these neglected problems have to be solved by elaborate educational and social means?
42. Our analysis of "debt charge payments" by the various boards indicates much higher spending by separate schools in this area resulting in fewer dollars being available for their instructional and other programs. We do not complain about total dollars available to separate school operations (on the elementary panel) but we do urge the Committee to examine into the reasons for high debt cost and recommend means whereby this inequity can be overcome.

THE ESSEX COUNTY ROMAN CATHOLIC

SEPARATE SCHOOL BOARD

BRIEF

TO THE COMMITTEE ON
THE COST OF EDUCATION

MEETING

IN LONDON ON 30 OCTOBER, 1972

Summary

1. Policy
2. Funding
3. Control Factors
4. Recommendations
5. Establishment of Administrative Centre
6. Special Education
7. Compensatory Education
8. Cost Differentials
9. Instruction
10. Limitations
11. French Language Factor

THE ESSEX COUNTY ROMAN CATHOLIC SEPARATE SCHOOL BOARD

POLICY

It is the policy of this board to provide the best possible system of education which the ratepayers and citizens of the Province of Ontario can afford. The primary concern of Separate Schools is the Christian formation of youth. However, it is necessary to consider that a school system is concerned with more than a philosophy of life. The practical considerations of hiring well qualified teaching staff in sufficient numbers and providing them with adequate physical facilities are conditioned by the present constraints imposed by the Ministry of Education.

FUNDING

It has been a concern of the Ministry of Education and of county and divisional school boards to provide educational services free of charge and easily available for the citizens of this province.

It is essential to recognize that a basic program had been made available at the elementary level in the public and separate schools of Ontario under the jurisdiction of many small local boards. With the change in organization to county and divisional boards in 1969 it has become apparent that additional services could and should be made available for the students at the elementary school level. Examples of additional services could be in the areas of music, art, physical education and special education. The provision of psychological services is a necessary addition to personnel with the resultant cost in the establishment of programmes for those students best referred to as "atypical" -meaning- those at the upper and lower levels of intelligence or competence.

CONTROL FACTORS

While it is necessary and recognized to have regulations and controls on the cost of education such as the present ceilings developed by the Ministry of Education, it should be recognized that it is impossible to develop additions to the basic program in those county and divisional

boards where these services were not available prior to 1969 under the existing ceilings. It would seem that 35 pupils and one teacher of average qualifications and experience in a classroom could be financed under the present ceilings. No allowance is made for the assistance of resource personnel which would be most desirable. An itinerant or regular teacher of music, physical education, library, oral French, outdoor education or other specialized subject area would be supernumerary to the regular teaching staff in the organization of a school with a resultant decrease in pupil-teacher ratio. It is recommended that provision be made in the grant regulations other than the present weighting factors to compensate a board for enrichment services where the additional personnel are qualified, capable and may be justified on the basis of their contributions to the learning process.

RECOMMENDATIONS

The present ceilings for elementary schools should reflect an increase in qualifications of the teaching staff which, in many cases, is almost equivalent to the qualifications of teachers in the secondary schools, and a decrease in the pupil-teacher ratio in the elementary schools which is today almost double that of the secondary schools. In order to improve and enrich programmes at the elementary level it would be necessary to increase the ceiling for recognized ordinary expenditures allowing boards of education to organize their elementary schools with a lower pupil to teacher ratio and with a more highly qualified teaching staff. The support of resource teachers and subject consultants is becoming more apparent at the elementary school level as the results of research in psychology and other disciplines gives a newer and better insight into the learning process.

ESTABLISHMENT OF ADMINISTRATIVE CENTRE

The Essex County Roman Catholic Separate School Board was one of the few county boards that did not have a central office in a major centre of population in January 1969. The establishment of a central office beginning with surplus equipment from the office of the Separate School Area Superintendent purchased from the Department of Education has been a constant drain on the funds of this board. The grant structure does not provide any financial assistance from Provincial funds for these additional facilities and equipment.

SPECIAL EDUCATION

The percentage of teachers of a system who teach Special Education should be eligible for special grants based on such a percentage whether it exceeds 5.75% of the total or not.

COMPENSATORY EDUCATION

The median as a criteria for the establishment of weighting factors is unfair as no benefits accrue to those who are below the median and yet may be in more need of same. The advantage of grants should accrue parallel with reasonable expenditures being expended for special services.

COST DIFFERENTIALS

A. Economy of Scale

In order to act as a positive incentive for providing special services the allowances for those below the median - if a median must be used - should be greater than those above the median. The allocation may be better treated in the same manner as where a large per pupil assessment receives a lower grant percentage than a small per pupil assessment.

B. Transfers

Transfers in factors should be allowed only for those pupils transferring from one Board's jurisdiction to another Board's schools.

C. Enrichment

All Boards who provide programs, such as Home Economics, Industrial Arts, Outdoor Education, Music and Art, in addition to the regular program, should receive a weighting factor commensurate with the level of service provided.

INSTRUCTION

A. Density vs Sparsity

Sparsity of population (as opposed to density) should receive a factor in consideration of the cost involved serving such areas - particularly county boards with large rural population.

B. Salaries - Qualification

Provision should be made for a factor regarding the percentage of teachers holding certificates of level 2, 3 and 4.

LIMITATIONS

The limitation preventing some Boards to reach the maximum expenditure per pupil should be removed in 1973.

FRENCH LANGUAGE FACTOR

The factor for French programs should apply to all expenditures per pupil whether at maximum or not where instruction is provided in the French language to bilingual pupils and oral French provided for English speaking pupils.

A. LeBlanc,
Chairman

Gerald D. Dwyer,
Secretary-Treasurer

Presented on October 30

By the Strathroy and District Association for the Mentally Retarded

the members of the committee, -

Whereas the Strathroy and District Association for the Mentally Retarded were responsible for the establishment of the Adelaide Township Retarded Childrens Education Authority, and before the V.G. MacDonald School for the Mentally Retarded in Strathroy before it was included in the Middlesex County Board of Education's therefore we feel that we have some views that we would like to present to the committee.

We consider that the academic program is quite adequate and that the social development and recreation of these children, we feel, benefit greatly from field trips, swimming, skating, bowling, dancing, etc., where they can participate also with normal children and adults. As they leave school to enter the work force we are concerned and hope that the costs of education, which we would all appreciate, the children will not be the first to feel the pinch. We realize that it costs more to educate these children but we feel they are very necessary in this day and age.

This past summer our association operated a one day a week program, through a grant from "Youth in Action", that the children seemed to benefit very much both from their association with the leaders and volunteers. We believe that this type of program is very necessary for the development of these children, and should be, if at all possible, included in the curriculum.

2. The Strathroy Association is also concerned that the younger and older children in the retarded schools are becoming segregated, and they might benefit more from a vocational or workshop program, such as our association is providing at the present time for retarded children. Would it be possible that some financial assistance could be provided to help with the cost of operating these workshops for the children up to age 21, that have outgrown the facilities of the schools? In this way they would be better prepared to enter our present day society, with at least a partial self supporting occupation. This could possibly be achieved at a lower cost per pupil than in a classroom situation. Is it not cheaper to educate and train these children, even at an increased cost, than to keep them at a later date in an institution, or on welfare?

3. We feel that the high cost of education is partially due to the large staff of administration necessary to operate such a complex system. Could not our total cost in some way be reduced by more decisions in administrative staff, and more decisions left to or with the principals of the individual schools?

Respectfully submitted,

Strathroy and District Association
for the Mentally Retarded.

Joseph C. Reilly
Past President

Mentally retarded said oppressed

MONTREAL (CP) — All countries are "undeveloped" when it comes to the care of the mentally retarded, Yvonne Posternak of Geneva, president of the International League of Societies for the Mentally Handicapped, said Monday.

Although good progress has been made during the 10 years the league has been formed, there still is much to be done in all countries to ensure that mentally retarded and mentally handicapped persons get

the rights that are due them as human beings, she said.

Mrs. Posternak, a biochemist and mother of a mentally retarded 16-year-old daughter, made the comments at a news conference during the fifth International Congress on Mental Retardation, which ends Wednesday.

A major aim of the congress, she said, is to organize ways to implement, in all member countries, the declaration of rights for mentally retarded persons. This was

passed last December by the United Nations, "but the goal now must be to get countries to adopt the measures."

The first right in the UN document says:

"The mentally retarded person has, to the maximum degree of feasibility, the same rights as other human beings."

This theme ran through many of the Monday speeches and is expected to appear in many of the 125 other papers to be delivered at the congress.

Donald MacPherson of Regina, president of the Canadian Association of the Mentally Retarded, said the mentally retarded "are an oppressed minority who need others to speak for them."

Governments planning facilities for the mentally retarded often forget that the retarded have the same rights and needs as other human beings, said Danish architect Jens Malling Pedersen of Copenhagen.

"The mentally retarded are people and people do not live

in hospitals," Mr. Pedersen said. "People do not live in institutions or facilities. People live in houses."

Mr. Pedersen said the goal in his country, even as late as 1959, was that no institution should be larger than 800 residents. This has rapidly changed as medical researchers and educationists found that, with the right kind of help and the right kind of environment, mentally retarded persons could come close to leading so-called normal lives.

"Over the last years, we have planned nothing bigger than 200 to 250 residents," he said. "We are at the stage now where we appreciate that even this fairly limited number is too great to develop and cultivate a life for the mentally retarded."

Mr. Pedersen recommended that small homes for dormitory accommodation should be built around a centre where both residents and non-residents can go for treatment or therapy.

The centre should be a

"working place." he said. There are advantages to the idea of the mentally retarded leaving their living place to a working place, just as there are for normal adults and children.

The present plan in Denmark, he said, calls for housing for 24 residents grouped around a treatment centre. These are divided into

rooms for six, so that a family-sized care centre is created.

When possible, even the severely handicapped should have private rooms, he said. "Heavily handicapped people change considerably in weeks after their transfer

to these houses. They live better, their need for medication and tranquilizers decreases considerably and their social relations are improved much."

The planning of these homes has come to resemble more

closely the normal home. Costs can be reduced accordingly, he said. It was for example, that the amount of plumbing could be reduced from the institution standard when this more home-like atmosphere was set up.

Training in social skills urged to aid mentally handicapped

MONTREAL (CP)—Mentally retarded young people need training in social skills just as they need special and individual training in mental and physical skills, a Swedish educationist said Monday.

Inger Claesson of Stockholm, secretary to the education minister, said an excellent way to help the mentally retarded "have a meaningful spare time" is through youth groups who work to train them in social skills.

Such a program has been tried in Sweden with considerable success, she told delegates to an International Congress on Mental Retardation. It also is being tried now by the Youth Across Canada for the Mentally Retarded, she added.

In the first Swedish program, 20 mentally retarded adolescents and 20 ordinary young people worked together through a club. The mentally retarded were trained to man-

age on their own during their spare time, even if it was something as simple—and as essential to normal living—as going to the corner drugstore for a snack.

"Most of the (mentally retarded) adolescents gained in self-confidence and learned quite a lot," Mrs. Claesson said.

"Their normal companions too, learned a great deal."

The mentally retarded adolescents progressed to a stage

where last year the groups which had learned the social skills had a conference, she said. Sponsors and press groups both found that the retarded were capable of expressing their own needs and desires after they had learned the basic skills.

Some of their complaints:

"We want more real work and union wages when we work."

"We don't want to be sent to summer camps for children."

"There ought to be more opportunities for exercise and sports."

Mrs. Claesson said the demands of mentally retarded citizens were far from complex and far from impossible to meet.

"And yet, their justified demands are far from fulfilled."

Reports didn't hurt store's sales, Halifax judge throws out libel suit

HALIFAX (CP) — A libel suit against a Halifax weekly newspaper was dismissed

its own trading field—men's clothing—Mr. Flemming said

no prima facie case of libel existed.

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LONDON COUNCIL FOR ADULT EDUCATION

206 ST. JAMES STREET, LONDON 11, ONTARIO

WHEREAS, in today's society, everyone recognizes that "learning" is a life-long process, and

WHEREAS, there is a large and growing ground-swell of requests from people asking to have more use of their publically owned buildings, and

WHEREAS, one method of meeting this request is through the

Community School Concept which :

- serves all ages from pre-kindergarten to senior citizens,
- provides a vehicle to help solve community problems,
- provides meeting rooms for groups, i.e. Scouts, Guides...
- provides a place for people in the neighbourhood to enjoy a variety of cultural and recreational activities, and

WHEREAS, the success of this "concept" depends upon having a supervising co-ordinating leader, and at the present time this leadership has to be paid for from some category of public funds, and

WHEREAS, school trustees are responsible for the protection of school property, and for this protection adequate supervision adds yet another cost,

THEREFORE, we request that the Commission give serious consideration to recommending that provision be made in school financing to facilitate the operation and expansion of community programs to meet the demands and needs of the public.

A BRIEF
TO THE COMMITTEE HEARING
ON COSTS OF EDUCATION
IN ONTARIO

SUBMITTED BY
AN EXECUTIVE COMMITTEE
OF THE LONDON DISTRICT
ONTARIO PUBLIC SCHOOL
MEN TEACHERS' FEDERATION

LONDON, ONTARIO,

October 31, 1972.

PREFACE

On February 16, 1972 , Dr. E.E. Stewart , Deputy Minister of Education , addressed the members of O.P.S.M.T.F. London District . On this occasion , a brief was presented to the Minister of Education through Dr. Stewart . In the brief, five major areas of concern were expressed , one of which dealt with the problems of education costs and inequities in the grant structure .

In today's presentation to the Committee , we wish to revise our position stated formerly , and make additional observations and recommendations according to the terms of reference of the Minister's Committee .

For purposes of clarification , we wish to explain that the contents of this Brief have been compiled by a committee of O.P.S.M.T.F. London District . The committee consisted of : a classroom teacher , a consultant , a vice-principal , and a principal . Statements , criticisms and recommendations herein expressed , do not necessarily reflect the opinion or policy of the Board of Education for the City of London , nor that of the Administrative staff .

Submitted by :

T.D. McClenaghan

J.H. Leatham

D.W. Slater

L.R. Groves , Chairman

PREAMBLE

"Government", says the Carnegie Corporation , with the wisdom of long experience , "has its necessary function in support of free schools and colleges and universities ; but the success of government , whether federal, state, or municipal , in the field of education , broadly defined , will be in proportion to the degree in which it does not dominate ."¹

"Experience", says Thomas Arnold, "seems to point out no one plan of education as decidedly the best ; it only says, I think, that public education is the best when it succeeds . There is much chance about it ." ²

"Robbing Peter to pay Paul", says Frank McKinnon, " is one of the most common business practices in public school administration. A business-like attitude to current educational fashions and pressures is also obviously necessary. Government is always vulnerable to groups and individuals who demand things for which they don't have to pay. School policy should change with the times, of course, but it should not be subjected to every passing public fancy or to the whims of every official . It is peculiarly susceptible to such pressures and it requires protection from the effects of too many of them ."

"These business problems", McKinnon continues, " are the results of mixing school finances with those of other government enterprises . Such problems are inevitable where there is so little regular contact between those who determine policy and raise and spend money , on the one hand , and those who perform the functions for which the policy and the funds are designed , on the other. There is at present no efficient way in which the reasonable demands

1 Statement of the Carnegie Corporation of New York to the Special Committee of Congress to Investigate Tax Exempt Foundations, (July, 1954) p. 2 .

2 Wymer, Norman , Dr. Arnold of Rugby. London : Hale ,1953, pp 139-40.

of both sides can be met and the unreasonable demands of both sides frustrated ." 3

In a Review of Operations of a major Board , a Management-Consultant firm states : " A problem which is common to all school Boards and which complicates the objective setting and budgetting process concerns the fiscal year-end . Traditionally these are December 31st to conform with the municipal year-end. For purposes of operating a school system , this is a most awkward date Clearly a fiscal year running from July 1st to June 30th would be much more suitable for educational authorities . " 4

"While rising costs of education clearly command our deep concern , the essential issue in school financing is not simply one of available funds - the level of support that the public is willing to provide . It is rather a question of how that money is to be raised and how efficiently and equitably it is to be allocated, from all levels of government. . . . Reform is needed on both sides of the school dollar - not only how that dollar is raised but in how it is distributed School finance is a complex, complicated subject, entangled in governmental, organizational and legal technicalities that most of our citizens are likely to find baffling. In the long run, however, it is their understanding and their support that will decide the issue . " 5

At a time of financial crisis in education , many ^{questions} crises have arisen and many more should be asked . Some to be considered are such questions as :

1. What kind of an education system do Ontario citizens really need and how can it be financed ?

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- 3 McKinnon, Frank , The Politics of Education . U. of Toronto Press, 1960, p.22 .
 - 4 Woods, Gordon * Co. Review of Operations, Board of Education for the City of Toronto , December 1971 .
 - 5 Marland, S.P. U.S. Commissioner of Educ, Dept. Health, Education, and Welfare . An address Education's Rigged Lottery from Vital Speeches of the Day , pp. 123-4 . Delivered Oct. 12, 1971.

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2. ~~Can we~~ reconcile the counter trends of centralization of finance and administration and decentralization of curriculum and instruction ?
3. What should be the roles and responsibilities of the three levels of government in providing education services of finance , planning , and development ?
4. Does " Bigness " of a school system really indicate a "less expensive operation cost per pupil" than a smaller school system ? (A recent Alberta study shows evidence that "Bigness" is more costly)
5. Should the Education Budget embrace all forms of student programmes and services as they are presently practised in our schools ?
6. What are the reasons for the apparent decline of public support for education ?

Indeed , these questions and others need to be analysed and researched in the immediate and long-term future planning and development of Ontario education .

We wish to commend the Ontario Government for the improvements affected in the 1972 weighting factor system over those presented in 1971 . The present weighting factors recognize the individuality of students , the range of services required , the uneven distribution of population , and the variation of costs of similar services in different locations in the province .

The imposition of ceilings has caused personnel in education to examine objectives , programmes and procedures more closely than ever before and to establish priorities in the interest of balancing needs and economic feasibility .

We endorse the basic philosophic premise of weighting factors and trust that our submission will assist the Ministry in further refining these factors to meet the diverse needs of the students of this province .

OBSERVATIONS AND RECOMMENDATIONS

1. The educational fiscal year should coincide with the school year , (in order that the budget may be established before the beginning of the school year) i.e. July 1st to June 30th.
2. Extensive costs presently being incurred by Boards of Education should be re-examined and where appropriate should be assessed against other government ministries . e.g. transportation , legal services , and other services usually financed through Departments of Health , Welfare, or Social and Family Services.
3. Grant weighting factors require revision and expansion and sensitization to economic trends in the light of all the variables within a Board's jurisdiction .
Recommendation : A basic per pupil grant should be established for all students in the school system (K - 13) , and in addition , weighting factors should be established and designed to meet the observed needs of the primary , junior , intermediate, and senior divisions within the system .
4. The cost of vocational training ^{should} be examined in the light of high costs of equipment in this area .
Recommendation : The private sector should be encouraged by the Government to provide on-the-job training on equipment in current use in the private sector .
5. The costs of maintenance , utilities , all renovations and repairs which are essentially unavoidable costs should be registered in "extra-ordinary" budgets or a new category for these expenditures should be established .
6. All administrative structures and services within the Ministry and local Boards ^{should} be assessed as to their relevance to local school operations .

CONTENTS
ORIGINAL ARTICLES
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7. Interest charges for financing the daily operating costs of a school system should not be classified as an ordinary expenditure .
8. The establishment of ceilings has necessitated closer allegiance to an effective philosophy of education and the establishment and evaluation of aims and objectives within it . Since Boards of Education are responsible to the electorate of their jurisdiction , discretionary power for a Board to exceed the ceiling should be granted.
9. Elementary pupil costs are by far the lowest student costs per capita of all levels of education . Current studies ~~or~~ illustrate most clearly the critical nature of the education that children receive in these grades , particularly in the primary division . It is most important that sufficient monies be available to engage the most highly trained and competent staff available and to keep the pupil-teacher-ratio at a suitable level . e.g. The costs of remedial programmes with older children far exceeds the costs which would be incurred if more extensive prevention and remedial programmes were possible earlier .
10. More effective procedures must be implemented (and the necessary funds be made available) to facilitate adequate teacher preparation at all levels (with particular attention to child development and human relations aspects) before, during and after formal training .
We support Bill 124, Section 17,18 amendments providing for costs of professional education of teachers to be payable out of monies appropriated for university purposes .
11. Local jurisdictions should be encouraged to establish a Social Services Council whereby cost-sharing agreements may be worked out to provide for the most effective use of the community's resources .

1. The first part of the paper is devoted to a general discussion of the problem of the existence of solutions of the system of equations (1) for arbitrary values of the parameters α and β . It is shown that the system has solutions for all values of the parameters α and β if the function $f(x)$ is continuous and has a bounded derivative.

2. In the second part of the paper the problem of the existence of solutions of the system of equations (1) for arbitrary values of the parameters α and β is solved. It is shown that the system has solutions for all values of the parameters α and β if the function $f(x)$ is continuous and has a bounded derivative.

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Appendices for BRIEF #101 in separate folder.

Submission to

The Committee on the Costs
of Education in the Elementary
and Secondary School of Ontario

by

S. L. North
A. E. D. MacKenzie
and
D. G. Simpson

London, Ontario

October 30, 1972

It is a difficult time to be an educator. Society has come to make ever increasing demands on the schools and there is an unending number of critics anxious to attack the schools when they fail to satisfy the unrealistic demands made on them. As if they did not have enough problems the schools are now faced with a financial problem. The schools are being pushed to produce more for less or as our local M.P.P. has put it, we want "more scholar for the dollar".

In this setting some teachers become discouraged, students become angry and some critics cry for an end to schools. We want to make clear that although we are concerned with the present situation in education, we are not part of the "gloom and doom group". We feel that the financial problem in education may yet turn out to be a blessing for it will force us to reconsider what we have been doing in the schools and may provide a public climate which will support some fundamental changes. The question is whether or not educators can make a creative response to this crisis.

Your committee is one aspect of the response and we were most pleased to read the last section of your terms of reference. It implies that your goal is not to cut costs simply by cutting out everything new but rather to look at the best ways of spending the large amounts of public money which are available for education in this province.

This submission then is aimed at the concern to establish alternatives in education with the assistance of educational technology.

Some teachers would say that schools have always faced difficulties and thus the present problems are nothing new. This is a "whistling in the dark attitude" and will hinder our attempts to find a solution. Dr. Philip Coombs formerly of the International Institute for Educational Planning in Paris, found in his world-wide educational study, problems so massive and complex that he speaks of a world educational crisis which differs profoundly from what has been commonplace in the past.

The international educational community has been having troubles of late. Some would have us believe that the problems are the doing of wicked boys and girls egged on by the disgusting and permissive attitude of the people in command of the schools. This is a conclusion that fails to satisfy.

If the trouble in the schools is not due to some sudden, mysterious plague of viciousness affecting the young, where shall we put the blame? The Pulitzer prize winning poet Archibald MacLeish speaking at a convocation had this to say:

"The troubles are not disciplinary troubles, as some politicians, hard-hats and middle-aged would have us believe. Neither are they, as the more romantic of the young believe, revolutionary (meaning political) troubles. They are troubles at the heart of human life, troubles in the culture itself, in the state of the civilization - troubles that cannot be cured by ranting at the government, but only by restoring the precarious balance between the society and the self."

Our schools reflect our society and thus educators should be vitally interested in any studies that help to illuminate where society appears to be heading. Let me share with you the findings of the Educational Policy Research Centre of the Stanford Research Institute, Menlo Park, California, where a systems analysis approach was used to grapple with Alternative Futures and Educational Policy. They developed some forty feasible histories of the future, only a few of which managed to avoid some serious trouble for mankind. The few they did discover, however, require a dramatic shift of present values and perceptions if mankind is to seriously attack the world's major problems, which they refer to as the world macroproblem.

The world macroproblem, in their terminology, is "the composite of all the problems that have been brought about by a combination of rampant technology application and industrial development, together with high population levels (in turn, a consequence of technology-reduced mortality rate). These problems they feel, fall into three groups:

- 1) Problems of the ecosystem (ecological imbalances, fouling of the environment, resource depletion, overpopulation and consequent famine and plague in underdeveloped regions).
- 2) An intrinsically expanding "have - have not" gap (domestically and between nations, with resulting internal and external dissension).
- 3) Technological threats (weapons of mass destruction; vulnerability of a complex society to sabotage; new capabilities for "engineering" the human body, foetus, and genetic transmission; threats to privacy and individual rights; and mental stress of complex living).

The Club of Rome project on the "Predicament of Mankind" comes up with similar forecasts for the future. The answer to these problems is not just to get everyone to work harder and produce more. Increasing evidence indicates that the entire premise of perpetual economic growth on which all modern societies are built is demonstrably false. As the Club of Rome report states, "All growth projections end in collapse".

Our industrial society then has not yet seriously attacked the world's macroproblems because so many of the problems are intrinsic - they have been built into the system. Arthur Stinson formerly of Algonquin College and now of Carleton University has clarified this argument precisely in a speech given to the Canadian Association for Adult Education last spring. In tabular form Stinson displays the ways in which major contemporary social problems are the consequence of the industrial-state paradigm.

"Successes" of the technological era

Prolonging the life span

Weapons for national defense

Machine replacement of manual and routine labor

Advances in communication and transportation

Efficiency

Growth in the power of systematized knowledge

Affluence

Satisfaction of basic needs; ascendance up the "need-level hierarchy"

Expanded power of human choice

Expanded wealth of developed nations

Development of prepotent high-technology capability

Resulting problems of being "too successful"

Overpopulation; problems of the aged

Hazard of mass destruction through nuclear and biological weapons

Exacerbated unemployment

Urbanization; "shrinking world"; vulnerability of a complex society to breakdown (natural or deliberate)

Dehumanization of the world of work

Threats to privacy and freedoms (e.g., surveillance technology, "bioengineering"); "knowledge barrier" to underclass

Increased per capita environmental impact, pollution, energy shortage

Worldwide revolution of "rising expectations"; rebellion against "non-meaningful work"; unrest among affluent students

Management breakdown as regards control of consequences of technological applications

Intrinsically increasing gap between have and have-not nations

Apparent economic necessity of continuous war to use up the output of the "mega-machine."

From various sources then, we are being shown the inadequacy of technological values and premises to guide human affairs. At all levels of education the problem is presented of how to educate for roles that differ markedly from those in the past in their substance and in their demands for flexibility, openness and complex understanding. What is needed it would appear, is a dramatic shift in values, attitudes and perceptions. This shift will require what the Club of Rome group calls "A Copernican Revolution of the Mind". The Stanford Research group states that education toward changing the basic operative premises of present industrialized culture is the paramount educational task for the nation and for the world.

If we are to grapple seriously with educational alternatives in this post-industrial age some of the education policy implications are as follows:

- We need to educate more people who can grasp, understand and solve problems as wholes, across a variety of disciplines especially as the problems relate to complex human issues involving international relations, population, poverty and ecology.
- Problem - centred education and inquiry training deserve far greater emphasis than they had in the past. People are asking for help in making sense out of the vast array of information which confronts them. As Buckminster Fuller has said, "The main task of the human intellect is to put things together in comprehensive patterns, not to separate them into special compartments." Among promising educational processes for accomplishing these aims are simulation exercises and alternative future exercises.

- There is an urgency for educational environments which facilitate a re-examination of basic premises, values, attitudes and perceptions. These environments are characterized by the need of the individual to feel safe in considering the possibility of change. As an example one of the most important aspects which contributes more to the success of education for the poor and disenfranchised groups is their repeated success in the experience of gathering, using, organizing, augmenting and ultimately disseminating a knowledge base (about their own community for example) which they perceive as relevant and useful and over which they exercise some continuing control.
- A greater diversity of types of educational institutions are needed both to encourage and facilitate experimentation with altering values and to better match processes with types of children. Some of these alternatives should work with innovations that stress self-education and self-learning.
- Coupled with the move to allow a wider spectrum of people to have an influence over their own education is the need to focus on education as a life-long or continuous process. Indeed the recent UNESCO International Commission on Education suggests that three of the main watchwords for educational reform are DEMOCRACY, FLEXIBILITY and CONTINUITY.
- Efforts are required to help many of us regain a sense of the concept of culture which has almost been squeezed out of us by our over-reliance on the scientific method.
- Our mental horizons need to be broadened through cross-cultural education which will acquaint us with alternative solutions to the problems of human development. The result might be not only an increased awareness of the problems faced by others and an increased sensitivity to the contributions of each cultural segment of the global community but also an inducement to see oneself as an integral part of the whole picture.

- There is a need to develop educational experiences that give some priority to sensory experience as well as conceptual knowledge and that focus on a sense of community rather than self-centred individualism. This will require us to face the challenge of balancing cognitive and affective learning.

And finally

- In order to foster comprehension of complex wholes and of specifics in total content, the effective environment must be extended outside the traditional classroom to include the entire life space of the student - the out-of-doors, the inner city, the mass media, etc.

Up to this point we have argued the need for innovations in education. Let us now turn to the question of the role of educational technology in developing innovative educational environments. One might be nervous about introducing the issue of educational technology to a committee concerned with cutting costs for we all know that some technology is very expensive. However it is in your list of concerns and we feel it is crucial to examine the role of technology in restructuring education.

The first question usually asked by those not working in this field is "What is meant by the term Educational Technology?" In 1971 the Council on Higher Education in the American Republics held a workshop in Bahia, Brazil on Communications Technology and the Crisis in Education. In this workshop two main definitions of educational technology emerged. The first one gives emphasis to the devices, the second to the ends for which the devices are mere means. Dr. Sidney Tickton expressed the two positions as follows:

Educational Technology can be defined in two ways: in its more usual sense, it means the media born from the communications revolution which can be used for instructional purposes, alone or in combination with the teacher, textbook and blackboard. These media include radio, television, films, overhead projectors, language laboratories, programmed instruction, computers and other items of "hardware" and "software" (to use the conventional jargon that distinguishes machines from programs).

The second and more recent definition of educational technology goes beyond a preoccupation with any particular machine, medium or device. Too much emphasis placed on equipment as such has led to impoverished applications. In this sense, educational technology means a systematic way of designing, carrying out, and evaluating the total process of learning and teaching in terms of specific objectives, based on research on human learning and communication, and employing a combination of human and non-human media to bring about more effective instruction. Though there have been only limited attempts to design instruction using such a systematic, comprehensive approach, there is reason to believe that this approach holds the key to the contribution technology can make to the advancement and improvement of education.

The Bahia report goes on to discuss the evolution which has occurred in the way technology has been viewed as an instrument of education. Three views have been successively held about educational technology 1) Technology as a substitute for the teacher, 2) Technology as an aid to the teacher, and 3) Technology as an aid to the learner.

Our personal bias fits in well with the mood of the conference participants who were most interested in discussing the third alternative. This, of course, does not mean that we are not interested in technology helping the teacher. However by shifting the emphasis from the teacher's activity we open up the possibility for new ways of learning and new systems of education. This relates back to our concern about new institutions of learning utilizing different combinations of teachers, students, materials, space, time and money.

As the conference participants saw it:

Educational Technology in this sense becomes a critical element in the educational system and in changing that system. It is no longer simply a teacher's aid, but an instrument to improve student learning. Introducing educational technology in this way could make a significant difference to teachers, to administrators, and principally to students.

It seems clear to us that it is not particularly useful to simply impose new technology on top of the existing system. This approach simply adds the cost of the new to that of the old. We are interested, however, in designing new systems of education in which technology can best be utilized.

We are monitoring a number of educational research programs throughout the world and it is interesting to note their common conviction that to be useful the introduction of technology must be accompanied by the development of alternative delivery systems. Besides the effective use of technology they are looking at the most effective utilization of teachers, the effective use of the time of students and the optimum use of all opportunities for learning including those that occur outside the school. They seem prepared and indeed anxious to come up with new learning environments.

Let me summarize this section by once again quoting from the Bahia Workshop on Communications Technology. Their conclusions were that educational technology is still in a primitive state everywhere in the world, "Data on student achievement are scanty, utilization rates for equipment are mostly unavailable, and costing methods tend to be arbitrary." The accounting figures where they can be obtained tell us only how much was spent rather than how much it cost to teach mathematics to an 8 year old. There is useful research to be done here.

The Workshop report concludes with this statement: "A few small countries are beginning to use technology as a device to remake and reform the entire educational systems. If they succeed (there is reason to believe they will) and their experiences are documented with large-scale research and development, leading to new insights into learning theory and particularly how people learn, the way may be pointed to dramatic improvements in educational achievements."

Having dealt with the kinds of innovations needed and the possible role of educational technology let me turn to the third and last section of my presentation. This part deals with the efforts of an ever-growing group of committed people in London to provide the kind of environment that is needed for a dramatic change in attitudes and values and basic premises to take place. The focal point for these people is the Cross-Cultural Learner Centred Environment which is located on the campus of the University of Western Ontario and which was initially developed by CUSO, the Office of International Education (UWO) and Althouse College of Education. In formal terms, the Centre is a multi-media, computer assisted information retrieval and problem solving system providing a Learner Centred environment. Stated simply, this means that information on many subjects is available in a variety of forms: e.g. films, slide-talk shows, video tapes, books, magazines, newspaper clippings, etc. The learner can, if he wishes, use a simplified computer system to assist him in finding the answer he wants faster than by other methods.

The Centre was created in response to a very real pedagogical need. During the middle years of the Sixties, the staff was involved in providing orientation training for volunteers, such as Crossroads Africa, and C.U.S.O. We found ourselves faced with the same problem that educators and trainers have confronted repeatedly, especially in recent years. The problem can be expressed as a question: How can we create a learning opportunity and environment which will make for a far greater degree of individualizing of when and what the person learns, and do so in a much more personalized or humanized manner? Stated simply, how do you bring together 150 Canadians, differing greatly in age, professional and personal interests, knowledge and experience, and with varying overseas assignments, for a six to eight week orientation and provide the kind of learning experience, plus the volume of detailed information needed for such a kaleidoscopic range of interests? In essence this was the problem, and the Centre has proven to be a part of the answer.

Up to the time of the development of the Centre the staff struggled with a mixture of scheduled lectures and other techniques borrowed from traditional educational experience. This approach leaves minimal freedom to the individual learner, and tends to approximate "courses" that assume the learners all start at a common base point X, proceed through a rather homogeneous, structured experience, designed and dominated by the teachers and trainers, and emerge at a similar stage of learning at point Y. This semi-traditional approach for such a kaleidoscopic range of interests on the part of the volunteers left both the staff and volunteers frustrated and disappointed.

In June, 1968 the staff tried a crude experimental alternative answer. They assembled a nucleus of about a dozen key resource people, and all the books, magazines, newspapers, slide and sound talks, movies and African artifacts they could obtain on short notice. They located this array of people and media resources in a large 60 X 40 ft. room and let the volunteers use it much as a person shops in a market or selects his meals in a cafeteria. In order that the learner could find out very quickly what array of resources were available much of the material was abstracted, keyworded and this information was stored in a computer which could be accessed by the learner using a key board in the Centre.

We were devising a model for a large educational setting where we could have the same sort of total information system, geared to the requirements of the individual student in the same way that an experienced librarian in a well equipped small town library can serve the needs of the enquiring pupil. She knows everything the library contains and can function, if she's good, as a random access, shared-time computer installation -- random access because she can be asked any question in any order about anything in her "memory bank", shared-time because she can deal with a number of people within a short time space, and a computer because she can devise ways of giving access to her library in a variety of ways suited to the "program" she and the pupil determine.

The pilot project was a success. From a pedagogical point of view the responses of the learners were interesting. Let me quote a few - "This system is fast and it sure saves time ... everywhere you go, you get an answer". "A larger system would be a real learning adventure - everywhere you turn there is something interesting that inter-relates with what you set out to discover ... for example, health questions lead you to geography to economics and back to health". "You could weave your own way in and out at your own pace and level".

The response of the initial users and those who followed then encouraged us to expand our Centre considerably and in the following years many refinements in computer technique, in audio-visual resource development and in discoveries of new uses for the learner centre have taken place. To select and produce material for the ever expanding resource areas steering committees were established. These committees were made up of interested academics, someone from the College of Education, local teachers and interested people from the community, along with a majority of people from the culture under consideration with one of them as chairman.

We have come to the realization that the Learner Centre does, in fact, make for a more frequent, close and informal relationship between the learner and the resource person in a situation where they function more as co-learners than as role-defined beginner and expert. We believe we can see some of the uniqueness of this system, and ways its concept could be applied beyond its present setting. Examples of its uniqueness seem to be:

1. It permits a greater degree of individualized learning such that the learner may follow his own interests, set his own rate, and determine his own path to the goals he has set.
2. In the use of the Centre the person may take a variety of approaches at different times for different problems, emphasizing analysis or synthesis,

induction or deduction, single or multiple variables, professional assignment oriented or cultural context oriented emphases. He is less bound to a linear, sequential process of learning tied to a common curriculum at any one point in time or limited by the unwitting nudging into one method or another by his teacher's style or approach.

3. The Centre appears to facilitate the understanding of the relationships between topics, often across different 'disciplines', and particularly where the content involves adapting to changes in the learner's values, attitudes, prejudices and sentiments. These latter areas are often the ones involved in cross-cultural education in particular, although we suspect they are (or ought to be) involved in relevant learning of any sort -- for example, the study of science for its own sake divorced from an awareness of its social role and impact in a technological society seems to contribute to the commonly observed closed-minded and alienated tendency we see in ourselves and our fellows.

4. The Centre seems to make for a closer and more stimulating relationship between learner and teacher. If one is careful to subordinate the technology of such a centre to the human needs and capacities of the people in it, the result seems to be to enhance and extend these capacities rather than to limit them.

More detailed written explanations of the philosophy of the Centre are available if you wish to see them and are included as appendices. Let me briefly mention the impact the Centre has had in the local community and beyond.

The Centre which is open on a daily basis, is being used by students and teachers of the London School System and joint efforts are being made to introduce curriculum material and courses dealing with non-Western cultures into some of the London schools. In addition the Centre has run workshops for numerous Boards of Education and for groups of teachers, dealing both

with the learner-centred concept and cross-cultural communication,

In addition under the leadership of the Foreign Student Advisor of the University a program has been developed with the Board of Education whereby overseas students studying at the University are spending considerable time in the local school system teaching various sections of the school curriculum that relate to their country.

A number of London citizens have formed a community based London Association for International Development which runs community seminars on Canadian International Aid Policy, organizes publicity campaigns about International Development, and circulates a community newsletter. It sponsored a unique programme in conjunction with the Centre which involved several hundred Londoners in a series of home group seminar programs which involved human relations training and simulation games, and a seminar on the Third World was arranged to be shown on a local television station on the nights the home seminar was held.

The Centre is called upon to provide support, offer seminars and run orientations for a variety of government and community organizations and a regular stream of visitors from across Canada and from foreign countries come to the Centre to examine what we have developed. An increasing number of university departments are showing an interest in utilizing the resources of the Centre.

Last year we were asked by the Canadian International Development Agency and the Canadian University Service Overseas to develop a mobile version of our Centre. The mobile van set out in November of 1971 and returned to London in June 1972. It operated for periods of two to three weeks in the major Canadian cities from Halifax to Vancouver. The project not only achieved its specific objectives but the results generally exceeded our expectations. Over 16,000 Canadians made use of the Centre and as a result fourteen

community groups are now trying to develop similar centres. In June representatives of these fourteen groups were brought to the London Centre for a four day workshop session.

In the Caribbean some West Indians who helped to develop our Centre in London when they were students here are now working on a similar project in their home island. We are now involved with them in developing the Commonwealth Caribbean Resource Centre in Barbados. One of our staff has been given a grant of federal funds to examine the relevance of our learner-centred techniques to development work in West African and the Caribbean. As well discussions are being held with some Native people in the Canadian North to see whether or not our concepts might be of some use to them.

The response to our efforts then have been most encouraging. However, user or learner enthusiasm is not a sufficient condition for proposing this sort of learner-centred approach as a serious supplement or alternative to some of the present learning styles and systems. If our approach is to be of some value as an educational innovation, there is a critical need for some carefully conducted research. We need to know how people learn if they are in a much more learner-centred environment. If technology is going to lead to much more flexible learning environments, we must learn more about how people learn in such environments and how we can use the new information technologies most effectively.

We also have to learn how to teach people how to set up these environments, because I would suggest (and be prepared to develop later for any who want to set up learner-centred environments) that there are a great many things to unlearn.

We need research into the following questions:

(1) does some significant, identifiable learning take place in this type of learning environment - is it similar to, different from, or com-

plementary to more traditionally learned knowledge, skills and attitudes?

(2) how does the learner learn in this novel sort of environment - is there an identifiable pattern to this sort of learning, related, perhaps, to variables such as personality, intelligence, previous education, socio-economic level, and cultural orientation? (3) is the sort of learning environment found in the learner-centred, multi-media, rapid search and information-retrieval setting peculiarly suited to learning certain kinds of contents and for certain kinds of purposes? (4) how might the learner-centred approach best be implemented and internalized in our present education institutions?

At the moment we have two detailed research proposals available and they are enclosed as appendices. One is aimed at the University level but is included because it sheds further light on our methodology. The second one is a joint one with the London Board of Education to create a model learner-centred environment as an alternative to present secondary school programs. The attitude of many London teachers to the problems raised earlier in this paper is very encouraging. Many are aware of the changing demands being made on them and are developing creative responses. Too often the full development of their ideas are limited by the physical environment in which they work. Because large numbers are involved, because certain uniform standards of training are deemed important and because they often have no practical way of solving the problems of effective information retrieval and individualized scheduling, these educators often have to make serious compromises with their learner-centred goals.

The London Board of Education appears interested in the possibility of developing and testing some alternative environments. They established a Learner Centre committee two years ago and are now supporting this research proposal for a pilot experiment. What is needed now is moral and financial support from the Department of Education.

We thank your committee for giving us the opportunity of presenting these ideas to you. We hope you do not feel that we have strayed from your interest.) We realize that in this cost conscious period we must make clear that our ideas have some potential pay-off. We would be less than honest if we said we were certain that our approach would cost less money. That question cannot be fully answered until a pilot program is established and researched. We are convinced that some alternative educational environments need to be established and that the use of educational technology should be examined as part of a new educational delivery system. We urge that such experiments be tried soon while we can still examine the issues quietly and honestly. Let us not wait until a crisis engulfs us and forces us to make changes. By basing our educational programs on social realities, personal needs and values and by stressing the integration of knowledge - education may continue to have a chance to make a difference in the quality of lives of individuals.

YOUTH AND EDUCATION: A STUDY OF SECONDARY SCHOOL
STUDENTS AND THEIR EDUCATIONAL EXPERIENCES IN
LONDON, ONTARIO

A. Mikalachki

October, 1972

YOUTH AND EDUCATION

This report deals with only one part of the work done by the Youth and Education sub-group of the Task Force on Education. It is an analysis of data collected by interviewing approximately 110 students who were in the London secondary school system in the 1971-72 academic year. Secondary school students were interviewed due to the assumption that they could better express themselves regarding their experience than primary school students.

This study was stimulated, in part, by the growing evidence that the secondary school experience is becoming less satisfying for more people. One example of this evidence is shown in Exhibit 1. The percentage of students leaving the secondary school system in 1967-68 was approximately 5% whereas in 1971-72 it was approximately double that or 10%. Although not all of this percentage can be explained in terms of dissatisfaction¹ with the school system, it would appear that this rise in percentage is an indication for some concern as to the utility of the school system for those attending.

EXHIBIT 1

	<u>Total Secondary School</u>		
	<u>Enrolment as</u>	<u>Number leaving</u>	<u>%</u>
	<u>of Sept. 30</u>	<u>during year</u>	<u>Leaving</u>
1967-68	13,780	742	5.4
1968-69	14,727	942	6.4
1969-70	15,468	1,004	6.5
1970-71	16,236	1,189	7.3
1971-72	16,972	1,722 (est.)	10.1

The study was carried out by David Francis and Al Mikalachki. The latter was the principal investigator and author of this report, whereas David Francis conducted most of

¹Some students leave for full time jobs, whereas others leave because their families have moved out of London.

the field work. The study was supported in small part by money provided by the London School Board and in large part by a grant provided by the Imperial Tobacco Company for a large study on individual alienation.

Research Methodology

In our study, we have attempted to divide a sample of 110 young people between the ages of 15 and 20 into an alienated group and a mainstream group¹, and to compare one group to the other on certain variables. We soon discovered that in London, Ontario in the summer of 1972, there were very few people who could be classified as truly alienated; that is, there were few people who had rejected the major goals of mainstream society. What we did find was a group of young people who generally feel negative towards life, think that the environment is pushing them around, and who believe that things in general should be better. To describe them, we have chosen a word which many of them use to describe themselves: Hassled. At the other end of the scale is a group of young people who are positive towards life, are reasonably satisfied with their daily activities, and who find their daily experiences to be very much within their expectations. Since this group feels that life is okay we have called them the Okay group.

We collected data on the basis of personal interviews with mainly high school students. We felt that within a high school we would find a broad range of students from the alienated to the mainstreamer. It was after the first 30% of the interviews were completed that we settled on the categories of Hassled and Okay, and dropped the term alienated.

¹An alienated person is one who has removed himself from mainstream society by refusing to accept the goals and values of this society. Mainstream society embraces a reasonably integrated family, a formal system of education, and the attaining of a livelihood which enables one to begin a new family and thus continue the pattern. A mainstreamer, then values the family unit as we know it, and pursues the amount of education necessary to achieve the goals he has set for the future.

After obtaining entrance to the high school from the Board of Education and the specific principal involved, the interviewer then would walk around the halls and cafeterias of the school introducing himself to anyone who happened to be sitting by themselves. He would also then seek out students who were in groups and ask individual students if they would be prepared to talk to him. Following this, the interviewer would talk to the principal, vice-principal or guidance teacher and obtain the names of students who were having problems adjusting to the high school system. These students were then contacted and interviewed at length. For the most part, interviews lasted between one and two hours. The nature of the interview was semi-structured. In the first part, the interviewee was encouraged to discuss how he felt about life in general. Following that, the interviewer would specifically elicit information on how the interviewee felt about the school system, his peers, his future aspirations, his family life, and an indication of an incident which had either turned the student on or off and which had occurred in the recent past. Except for the latter dimension, most of the interviewees covered most of the earlier points without too much direct questioning.

There were three sources of students for the data collection. The first source was the random interviewing of students in the high school when the interviewer visited. The second source was the students who had dropped out of school but whose names and addresses had been obtained from school administrators. The third source was the students who were having social problems. Each interviewee was categorized as either falling in the Okay category or the Hassled category. This appraisal was done at the time of the interview and was checked out by asking the individual generally how he found life. For the most part, there was a corroboration between the interviewer and interviewee as to which category the latter was placed in. This was particularly done in the last 70% of the interviews, after the categories had been defined as Okay and Hassled.

We reviewed the interviews with the idea of developing general categories which would explain the differences between the Okay group and the Hassled group. From this appraisal, four categories emerged: Attitude towards school

Attitude towards family

Goals for the near future

Taking of drugs

We then did a further analysis of the interview records to categorize the students according to the above categories (See Appendices I and II).

1. Attitude Towards the Family

The Okay group have a very positive view toward their family life, whereas the Hassled group have a negative view. This is reflected in Exhibit 2, which shows 90% of the Okay group feeling positive toward their family whereas 92% of the Hassled group feel negative toward their family.

EXHIBIT 2

Attitudes Towards the Family

	+	-
Okay	90	10
Hassled	8	92

Of those feeling positive towards their family, there are a number of experiences which they value. Primarily, they value the high degree of communication that they have with their parents. The parents also get along well with one another and have very few open conflicts that affect the entire family's activities. There is also some indication that the major problems within the household are addressed by the father.

It is also noteworthy that in situations where there are positive attitudes toward the family, the mother can either be

at home in the role of housewife or taking on a task away from home for a good part of the day. The presence of someone at home, particularly the mother, is not imperative for a positive family experience.

Finally, the positive family experience is one in which the son or daughter are given a great deal of latitude to decide things for themselves; they are not restricted or told what to do every step of the way. However, the latitude is within the context of a high degree of communication with the parents.

Those feeling negative towards their family experience are also given a high degree of latitude to decide things for themselves. However, the context in which this latitude is given is one of indifference. In this group, there is constant fighting between parents. The fighting can take the form of physical assault of one on the other, or loud and upsetting verbal shouting matches. There is also a tendency for the mother to be away from home, usually working.

Although these are not all the differentiating factors mentioned, they were the most frequently occurring ones.

2. Attitude Toward School Experience

The Okay group have a positive view towards their school experience and the Hassled group have a negative view towards that experience. This is reflected in Exhibit 3, which shows 92% of the Okay group positive towards their school experience whereas 83% of the Hassled group are negative.

EXHIBIT 3

Attitudes Towards School Experience

Attitude Toward School	+	-
Okay	92	8
Hassled	17	83

Those positive towards their school experience are not bothered by the many rules that they have to live by. Although they sometimes find these rules cumbersome, the rules do not impede them from obtaining their particular ends. Students in this group obtain acceptable marks within the school system and view the school as a means to an end: either higher education or a particular job.

Those negative towards the school system are extremely bothered by the many rules that they are forced to follow. They find the rules and school administrators a constant thorn in their side and take as a primary objective one of upsetting the rules or the administrators at any opportunity possible. In addition they find the teaching is not at all directed to their particular needs. They see the teachers as interfering with their interests rather than stimulating them or helping them to achieve their particular ends. Most people in this group have very negative views of the teachers that they have had. These negative views result in a withdrawal movement from the school system in one of two ways: the frequent skipping of classes, or an attempt to rationalize the school system as irrelevant and/or pushing it to be placed on a voluntary basis.

3. Goals for the Near Future

The Okay group tends to have goals for the immediate future whereas the Hassled group does not. As can be noted in Exhibit 4, 83% of the Okay group stated they had goals whereas 67% of the Hassled group stated that they did not have goals.

EXHIBIT 4

Goals for the Immediate Future

Do you have goals?	Yes	No
Okay	83	17
Hassled	33	67

The Okay group generally has an idea of where they are at in this point in time and where they are going in the near future. They are cognizant of how the school system and their families help them to define these goals and to some extent, achieve them. The Hassled group, for the most part, has no idea of what they are going to do in the near future, nor are they sure of what they are doing at the present.

It is interesting to note that 70% of the occupations mentioned in terms of goals were occupations in non-profit organizations. That is, the students involved were interested in going into nursing, forest ranging, archaeology, teaching, the army, and to a lesser extent in professional activities such as law and medicine. Although the latter has a profit-making dimension to it, it is still not in what we might call a profit-making organization.

4. The Taking of Drugs

The Okay group generally do not take drugs whereas the Hassled group are general takers and users of drugs. Exhibit 5 shows that 84% of the Okay group do not use drugs and 74% of the Hassled group have used them. The kinds of drugs used are primarily acid and speed. There is no evidence of anyone taking hard drugs.

EXHIBIT 5

The Taking of Drugs

Do you take drugs?	Yes	No
Okay	16	84
Hassled	74	26

The non-users of drugs have both an intellectual and an attitudinal refutation of the use of drugs. In addition, they tend to be very negative towards the users of drugs and the

hippie type culture. On the other hand, the users of drugs claim that they are influenced toward using them primarily by their friends and by their daily experiences: their dissatisfaction with life and the consequent hassles that they would like to escape. This group was evenly split between frequent and infrequent users of drugs. An infrequent user would be once or twice a month.

Further Findings and Implications for the School System

It is interesting to note that those obtaining personal satisfaction and growth (life is okay) also have a positive school experience.¹ What is of more significance is the context in which the school experience is viewed as positive.

As noted in our findings, the positive school experience is one in which the student obtains acceptable grades, does not find the rules bothersome, and views the school as a means to either higher education or attaining an occupation. This positive school experience is affected by other forces in the students environment. These forces and their interrelationship are shown in Appendix I. It indicates that:

- (1) the inflexible rules that all students feel permeate the schools are not as bothersome to students who have an acceptable family experience. Positive family experiences tend to teach the student the importance of rules if all involved are to achieve their goals.
- (2) students value their school experiences because they are instrumental in the students' achieving either occupational or education goals.
- (3) having acceptable school grades and goals for the immediate future reinforces the confidence students and parents have in the latter's ability to decide issues for themselves.

¹Based on our observations, we would estimate that 80% of the school population have a positive attitude towards their school experience.

- (4) having positive family and school experience and goals for the immediate future ensures that the students are unlikely to engage in withdrawal activities. On the contrary, they have a very strong negative view towards drugs and those who use them.

Thus we can see that there are many interdependent forces which determine a positive school experience. Some of the forces are external to the school experience and its direct influence.

The negative school experience is one in which the student is bothered by inflexible rules, finds teachers and administrators oppressive and avoids school by skipping classes or defining education as irrelevant. This experience is affected by other forces in the student's environment. Appendix II is a graphic representation of these forces and their interrelationship. It indicates that:

- (1) in a family in which parents are disinterested in their offspring's activities, there is little opportunity to learn to live within a set of rules. Consequently, the students coming from such families find school rules bothersome and inhibiting.
- (2) parents who are in constant conflict exemplify negative authority figures which are easily transferred to teachers and administrators.
- (3) students with no goals cannot easily be helped to define some by disinterested parents and negatively-viewed teachers and administrators.
- (4) the desire to avoid school makes sense to students who view teachers and administrators as oppressors enforcing meaningless rules. This is especially so when students are conditioned to deciding for themselves due to their parents' demonstrated disinterest.

- (5) the problem for the hassled students is that much more accentuated since they have neither had help at home nor found the school system helpful in defining goals for them to pursue. They therefore find themselves in a state of suspension with no idea of how they can move out of it. Given that the state of suspension is not neutral but rather one in which they feel either punished by boredom or indifference to their problems, it is not surprising that they would attempt to escape that system either through the taking of drugs or the avoidance of school by skipping classes or intellectually declaring school education an irrelevant activity.

Once again we can see where forces external to the school combine with internal forces to determine the nature of the school experience. Specifically, a negative school experience is to be expected in the context of a negative home experience, lack of goals for the immediate future and the taking of drugs.

The most general conclusion one can draw from the study is that a critical determiner of an individual's satisfaction and growth is the interaction between the home and school environment. It is not sufficient for the home environment to take as an exhaustive goal the providing of three meals a day and the school environment to take as an exhaustive goal the teaching of the three R's. There are a reasonable number of students who need to develop a capacity to relate to other people and to determine goals for the immediate future. Some families are neither integrated nor organized enough to facilitate this kind of development and the secondary school system does not take this "affective" learning¹ as a primary responsibility.

There is some question as to the purpose of the secondary school system. As it stands now, the primary purpose appears to be that of "cognitive" learning¹. However, the above findings

¹An elaboration of the differences between "affective" and "cognitive" learning can be found in Human Teaching For Human Learning: an introduction to Confluent Education, by G.I. Brown, The Viking Press, 1971.

indicate that there are a number of students who are not prepared to engage in cognitive learning. These students are overwhelmed by their problems of relating to other people and defining goals for the immediate future. Consequently, we would strongly recommend the redefinition of the goals of the secondary school system so as to make affective learning an important responsibility of teachers and administrators in that system. This undoubtedly would be a major redirection in the school system and should be investigated in greater depth.

It is a reasonable speculation that the students who are unprepared for cognitive learning are the ones who view teachers and administrators as doing a poor job. What we can conclude from that is not that teachers are unskilled in cognitive training but rather that they are not assuming the responsibility for affective training or developing the individual to relate to his environment. Very few teachers and administrators are specifically trained to deal with affective learning. Consequently this criticism of teachers and administrators is better explained in terms of students having a need for affective learning in a milieu addressed to cognitive learning.

Another prevalent issue in the school system is the cumbersome and inhibiting rules that have to be followed by those in the system. Almost all of the students find many of the rules unnecessary and degrading. An excellent summary of suggestions for altering these rules can be found in Appendix III, a report submitted to the Task Force Youth sub-group by the attendance counselling service. The major difficulty with the rules in the school system are that they do not allow for individual differences. As we had noted in our findings, individuals with different family experience are more or less prepared to abide by rules in general. Given that we have students coming into the system with these differences, it is imperative that the rules used in the system would take into account the varying preparedness to abide by these rules. In general, this is a plea for greater flexibility in the school system.

If both cognitive and affective learning were school goals, then a rather flexible program for moving through the school

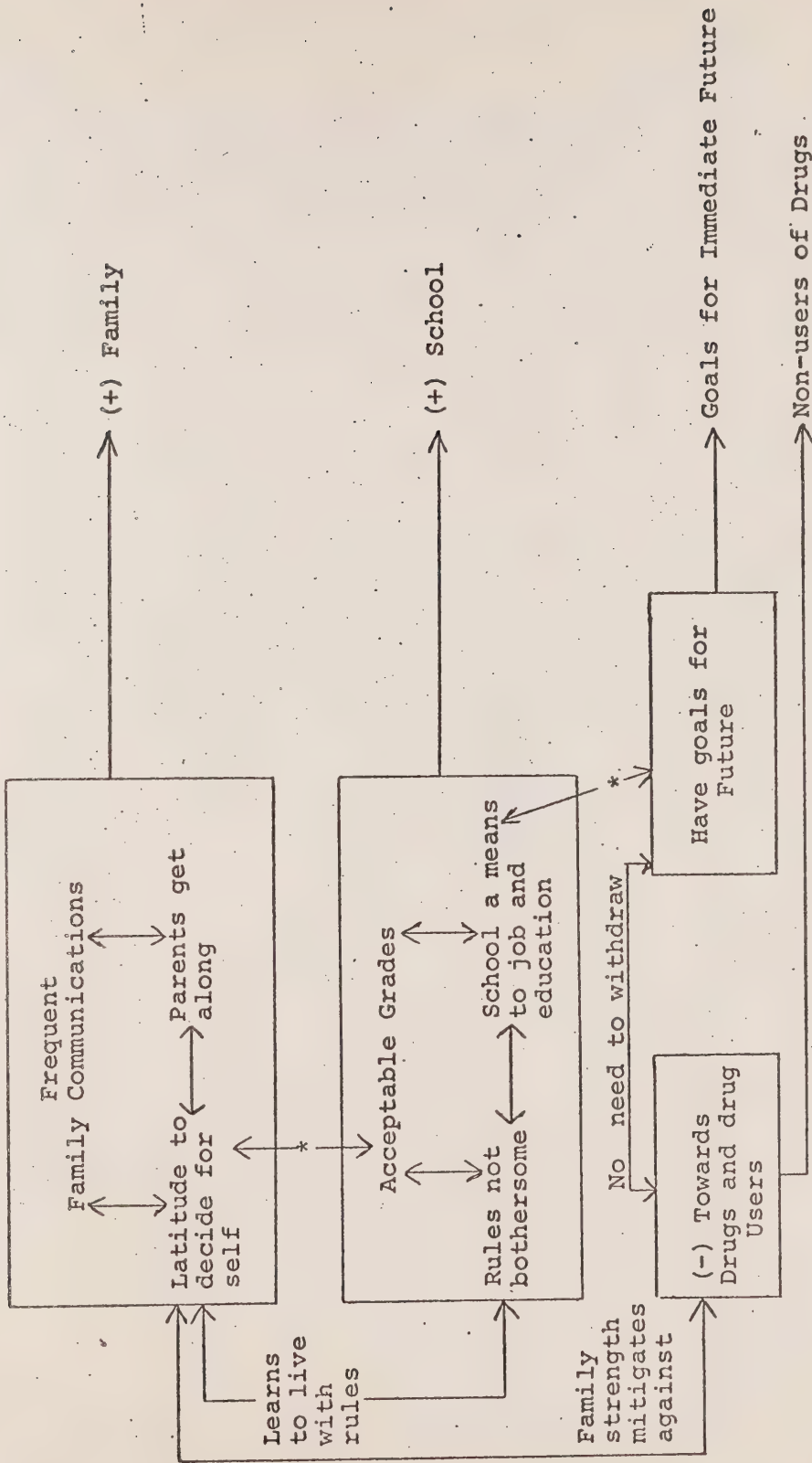
system is needed. An individual who is held back because of his inability to relate to others will have to be fitted into the system when he is prepared to relate to others more effectively and thus prepared to engage in cognitive learning. The total ramifications of this idea are not clear in our minds at this moment; however, they are worth addressing. This is particularly so when we focus closely on the drop-out situation and find out that many of the drop-out students interviewed have legitimately concluded that there was no way they could get through the year and consequently have dropped out for that reason. In some of these cases, the problem was one in which the individual was not prepared to handle cognitive learning.

The final issue to be dealt with is evaluation in the school system. The primary evaluation of students is in terms of cognitive learning. To determine if a student has learned sufficient cognitive knowledge to move into the next year of the program or to graduate from the program is the primary goal of the secondary school evaluative system. It would seem that other forms of evaluation both of the students and the teachers, should take place. These forms should take into account the affective learning that was mentioned above.

In general, we recommend a redirection of the secondary school system to take into account affective learning as well as cognitive learning. In addition, we make a strong plea for developing a flexible set of rules to take into account the needs of students who come to the system. And finally, we seek a new evaluation system of teachers and students so as to take into account the additional goal of affective learning and teaching.

THE PROFILE OF SATISFACTION AND GROWTH

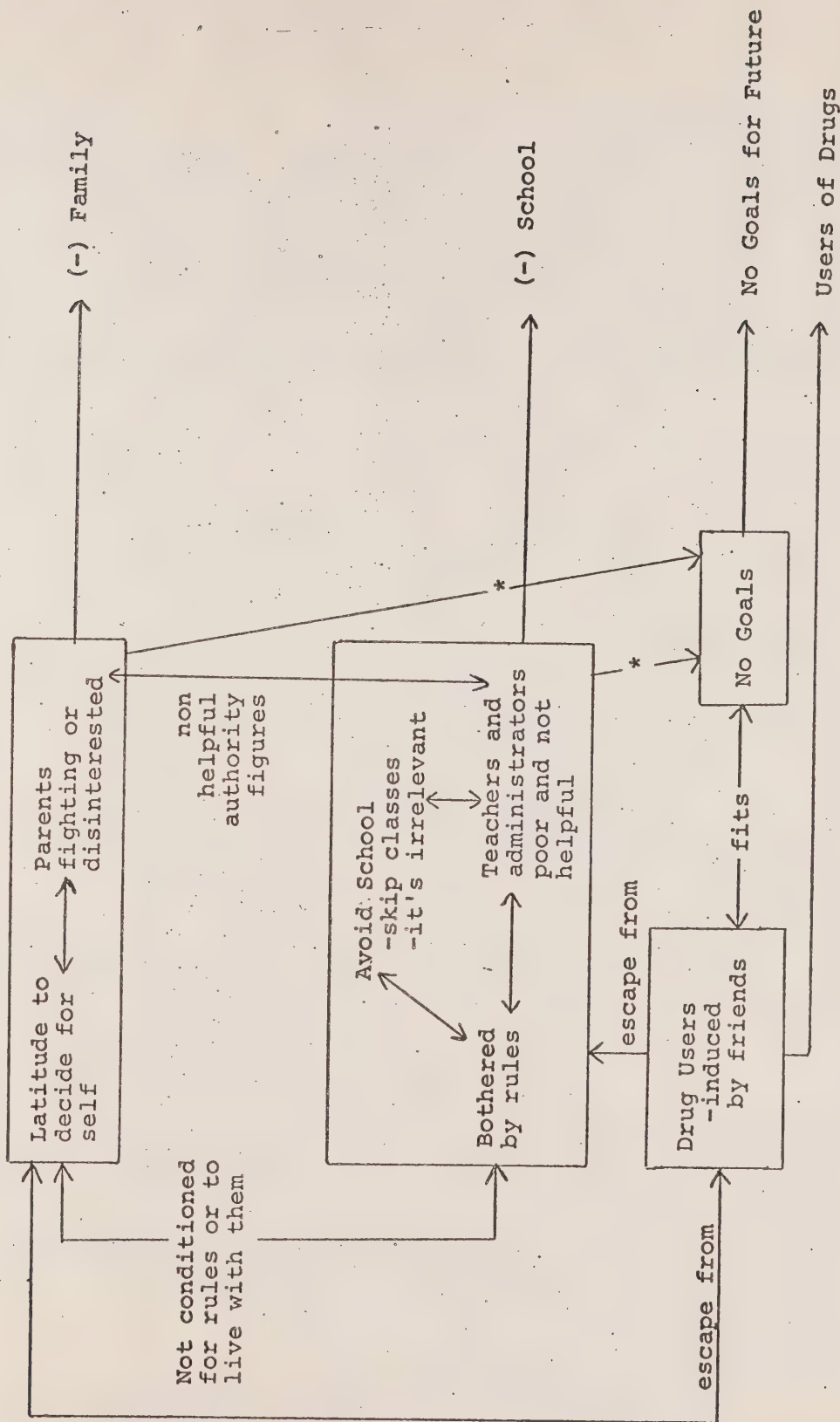
LIFE IS OKAY GROUP



* Future goals and good grades make giving of latitude easy and reasonable

THE PROFILE OF DISSATISFACTION AND REGRESSION

LIFE IS A HASSLE GROUP



* Neither the family or school is helpful in defining these.

APPENDIX III

RECOMMENDATIONS

TO

TASK FORCE ON EDUCATION ALTERNATIVES

London Board of Education - Attendance Counselling Services

I FLEXIBILITY

- to choose subjects
- to drop subjects when failure obvious
- to attend $\frac{1}{2}$ day and work $\frac{1}{2}$ day
- to obtain semester credit
- better cooperation of community and school ($\frac{1}{2}$ day plus a credit for training on the job as a trade job)
- to remove geographical boundaries or permit greater freedom of mobility to other school areas

II ELIMINATION OF PUNISHMENT BY DETENTION

- for lates (philosophy in conflict with non-punitive society)
- felt this would eliminate absences for the whole day

III MODIFICATION OF METHODS OF DISCIPLINE

- taking 'joy' out of school such as sitting, standing in hall, a worthless waste of time

IV NEED TO UNDERSTAND CHILDREN'S CRISIS

- negative reinforcement and adverse reaction to school would be reduced (ie. court appearance pending, home upsets)

V AREAS OF REFUGE IN SCHOOL DESIGNATED BY SCHOOL

- Secondary School - smoking area for release of tension
- coffee or soft drinks.

VI MORE CONCERN AT EARLY PART OF YEAR FOR STUDENTS MISSING CLASSES.

Implementation of these recommendations we feel would greatly reduce drop-out rate from school by improved atmosphere.

115 Citation Drive,
Willowdale, Ontario.

October 26, 1972

Dr. J. R. McCarthy,
Executive Director,
Committee on the Costs of Education,
Room S-944,
252 Bloor Street West,
Toronto 181, Ontario.

Dear Dr. McCarthy:

I am writing this letter on behalf of the Executive of the Ahmic Lake Association. The Ahmic Lake Association is an association of cottage-owners who own cottages on Ahmic Lake and adjoining Neighick Lake. Many of the properties of the members are within the unorganized Townships of Croft and Spence and are included in the Village of Magnetawan school area. I am addressing the letter to you at the suggestion of the Clerk-Treasurer of the Village of Magnetawan.

The Executive of our Association has received many enquiries in the nature of complaints from members owing to the sharp increase in the school taxes over the last two years. The school mill rate in Croft Township has increased from 4.6 mills in 1970 to 8 mills in 1972. In Spence the increase over the same period has been from 5.4 mills to 10 mills. The majority of the members of the Association are Americans and we are in no position to explain to them, or for that matter to the Canadian cottage-owners, why there should be such a sharp increase particularly when the cottages have absolutely no Municipal services and are suitable for seasonal use only.

The Executive of our Association does not have the facilities to provide you with a formal written brief. However, we felt that it might at least be of some help if we advised you as to the very disturbed attitude of our members with the idea that you might pass on those feelings to whatever body you consider appropriate.

Yours very truly,



Alan R. MacDonald, Vice-President,
Ahmic Lake Association.

ARM:mm

to the Committee on the Costs of Education

The elementary teachers of the Ottawa Board of Education are deeply concerned over the effects which the ceilings imposed by the provincial government have had, and will have in the future upon the existing programmes and planned extension of these programmes. The great variety of services provided by the Ottawa Board of Education within the elementary schools have grown out of expressed needs within the community. Programmes to meet the individual needs of the children have evolved out of the sincerity of those knowledgeable of these needs. Some examples of these programmes are:

- a) special education classes - opportunity classes, learning disability classes, emotionally disturbed classes, enrichment, readiness, hard-of-hearing, aphasic, sight-saving, orthopedic, immersion French.
- b) support personnel such as social workers, psychologists, nurses, remedial reading teachers, doctors, dentists, counsellors and consultants.
- c) outdoor education at the MacSkimming Science Farm, the Haven in the Gatineau.
- d) a large audio-visual library with a complete variety of software.
- e) local television production with graphic arts programmes for all ages levels.
- f) French as a second language from Kindergarten-Primary to grade eight.
- g) dental and medical services for needy families as well as free milk and clothing.
- h) instrumental music teaching within the intermediate grades and after regular classes.
- i) exposure to the performing arts.
- j) visits to museums, art galleries and historical locations.
- k) swimming lessons for children at a selected grade level as well as special education classes.
- l) summer school programmes with a day camp approach
- m) teacher developed in-service programmes of professional development.
- n) four year old Kindergarten.
- o) teaching assistants.
- p) Teacher Aides in Special Education classes.

With the trend to greater urbanization of our total population, there has been at the same time greater demands made upon the educational system to provide services not expected before. Ever increasing numbers of children come from homes where there is marital strife, lack of social and moral standards, and an expectence that society will provide for their needs. Never has the need for expanded educational services been greater to fill the gaps left in the lives of so many young people. It is at this time in history that the squeeze is on the educational dollar. Many of these very necessary programmes are being sacrificed because the educational dollar must be spread around more and more thinly. Why is this the case? It is the case because it takes people, highly trained in their specialty, to provide the expertise to meet the multiplicity of problems which are faced by the youth of today. With higher qualifications necessary come the need to pay much higher salaries at all levels of the educational ladder.

Wages of teachers at the elementary level will continue to rise sharply as the qualifications of the general teaching staffs improves. Larger proportions of all spending must therefore go into the salaries of teachers and support personnel to provide the required services for our students. It is strongly felt by elementary teachers that we are the sacrificial lambs of the educational flock with the present discrepency between the provincial ceilings of \$630.00 per elementary student and \$1130.00 per secondary student. How can this variance be justified with the increasing qualifications of elementary teachers? Why must our profession live under disguised wage controls in the form of provincial ceilings on educational spending?

Teachers have raised their qualifications through Department of Education courses and university training only to be penalized for doing so by pricing themselves out of a teaching position. School boards have stated openly that they prefer to hire a neophyte teacher rather than an experienced teacher because of the inability to pay the higher salaries. And where does this place the children that come to us for their total development? Larger classes at the primary level where the whole basis for future success is in a critical balance, destroy the desire for

cont'd

learning. Greater family stress presents the school with ever increasing numbers of children who are emotionally walking a tight rope, in danger of falling into personal despair about their future.

We suggest that this is a serious problem, a problem which will not bear full fruit for years to come but which will nevertheless cost the provincial treasury heavily in welfare costs and rehabilitation costs. With the present restrictions, support services are being severely pared to keep under the ceilings. Families which can be identified through the children who are seen at school, as having problems in the areas of medical neglect, child abuse and potential delinquency cannot be reached when there is one social worker for every 10,000 student population, one psychologist for two hours per week in a school, one attendance counsellor for 12,000 student population. Perhaps we in Ottawa are more sensitive to this type of problem because we have had adequate services in the past and know the advantages of these services. It is very hard on staff morale to see what needs to be done but to not be able to meet the needs in a productive and helpful manner.

The aim of the provincial government in recent years was to develop local autonomy in education. The recent ceiling on operating expenditures have had a levelling effect across the province, penalizing systems such as Ottawa who were fore-runners in educational innovation. To maintain these programmes which our community has come to expect and appreciate, staff must be reduced, with a subsequent result in lowered efficiency.

It is our belief that the stress in education must be at the elementary level not the secondary or post secondary level. Children who have a poor beginning in their educational life have little hope of a successful ending as well as being happy and productive members of our society.

Respectfully submitted,
B. L. Raveler
President O.F.S.M.T.C.

Copies of Brief #104, BETTER EDUCATION GROUP,
PARKDALE COLLEGIATE INSTITUTE, TORONTO,
never received.



THE CORPORATION OF
THE CITY OF OSHAWA

Address all correspondence to:

L. R. BARRAND
CITY CLERK

CITY HALL
50 CENTRE STREET
Telephone 725-7351

February 1, 1973

Dr. J. R. McCarthy
Executive Secretary
Committee on the Costs of Education
Suite S-944
252 Bloor Street West
Toronto 181, Ontario

Mr. McCarthy, attached is a copy of a letter from the Director of Education for the Ontario County Board of Education, advising the Mayor that representatives of various groups may present their views to your Committee on the cost of education, and indicating that Hearings will be held at which the views will be considered.

Oshawa City Council has not given any indication of attendance at a meeting to present its views, but passed the following resolution on January 23rd, 1973 for consideration by your Committee:

"That the City of Oshawa hereby petitions the Provincial Government to increase its level of support for education to 60% of the total costs in 1973 in accordance with the previously announced policy statement by the Treasurer of Ontario on this matter in the 1969 budget; and to further increase this level of support to 80% by 1977 with a view to the province finally assuming 100% of education costs at some time in the future, and further, that a copy of this resolution be forwarded to the Ontario Committee on the Costs of Education and to the appropriate Provincial Minister."

L. R. Barrand

L. R. Barrand
City Clerk

LRB:mb



Copy to Mayor's Office Jan 5/73

THE ONTARIO COUNTY BOARD OF EDUCATION

555 Rossland Road West, Oshawa, Ontario Telephone: 576-4600, Area 416

December 19, 1972.

Mr. E. McNeely,
Mayor, City of Oshawa,
City Hall,
50 Centre Street,
Oshawa, Ontario.

Dear Sir:

In a letter dated December 8, 1972, to the Chairman of The Ontario County Board of Education, the Chairman of the Ontario Committee on the Costs of Education, Mr. T. A. McEwan, requests that we advise interested parties that an opportunity will be provided for them to appear before the Committee if they so desire.

Mr. McEwan states that representatives of various groups may present their views to the Committee whether they are in written form or not. Because of the need to schedule times for hearings, it will be necessary for the Committee to know in advance the names of the organizations or individuals who intend to meet with the Committee. This information should be provided, in writing, to:

Dr. J. R. McCarthy,
Executive Secretary,
Committee on the Costs of Education,
Suite S-944,
252 Bloor Street West,
TORONTO 181, Ontario.

The letter from Mr. McEwan indicated that the hearings would be held some time on or after January 22, 23, 1973.

RECEIVED

DEC 22 1972

KDM/bf

Yours truly,

K. D. Munroe

K. D. Munroe,
Director of Education.



Department of the City Clerk
City Hall, Toronto 1, Ontario, Canada

Address all correspondence
to the City Clerk

Gordon T. Batchelor / City Clerk

Roy V. Henderson / Deputy City Clerk

Attention: Mr. R.V. Henderson 367-7020

February 12, 1973.

Dr. J.R. McCarthy,
Executive Director,
Committee on the Costs of Education,
Suite S-944,
252 Bloor Street West,
Toronto, Ontario.

Dear Sir:

The Toronto Executive Committee has asked me to bring to the attention of your Committee, the results of the vote taken at the 1966 Municipal Election in this City on the question of the Provincial Government assuming the full cost of education. The question on the ballot paper read as follows:

"Are you in favour of the City of Toronto requesting the Province of Ontario to enact legislation to provide that the Province of Ontario shall assume the full responsibility for the cost of education in Ontario?"

The electors voted on the question as indicated below:

Yes - 90,117

No - 25,590

Yours very truly,

G. T. Batchelor

City Clerk.
RVH:ip

B R I E F

to the

COMMITTEE ON THE COSTS OF EDUCATION

IN THE

ELEMENTARY AND SECONDARY SCHOOLS
OF ONTARIO

Submitted on behalf of the
Board of Education for the City of Toronto

February 1973

BRIEF
to the COMMITTEE ON THE COSTS OF EDUCATION
IN THE ELEMENTARY AND SECONDARY SCHOOLS OF ONTARIO

The 1973 Provincial Ceilings on "ordinary" expenditures are of overwhelming significance to the Toronto Board of Education and to the other boards in the Metro Toronto school system. The budget reductions required to conform with these Ceilings will precipitate confrontations between parent, pupil and community representatives and boards, between employee groups and boards, between boards within the Metro system, and between Metro Board(s) and the Ministry of Education. Such reductions, if enforced, will have devastatingly negative effects on the programs offered in our schools.

This brief, accordingly, concerns the implications of the Provincial Ceiling Costs to the Board of Education for the City of Toronto.

PROVINCIAL CEILING COSTS - BEFORE AND AFTER

Prior to the imposition of Ceilings on "ordinary" expenditures in 1971, boards throughout the Province were required to provide programs conforming with minimum Department of Education standards, but were free to extend services and programs to accommodate local needs and wishes. Thus, each board's budget reflected the compromise between program and mill rate appropriate to its own constituency.

In establishing Ceiling Costs, it is significant that the Ministry of Education has provided weighting factors which generate additional Ceiling dollars for specific programs and circumstances. The Toronto Board of Education concurs in this recognition by the Ministry that cost levels may legitimately vary from board to board within the Province, because program needs, costs, sociological conditions, vary from board to board, but questions the ability of the Ministry to discriminate the needs of the boards carefully enough to accommodate these needs.

Therefore, the Toronto Board opposes the establishment of allowable cost levels by a central authority. Boards of education, elected through the normal democratic process, must be free to provide the programs and services requisite to the needs, desires, and financial capacities of their municipalities if the principle of local autonomy is to be recognized.

The Toronto Board is of the opinion that the Ceilings are retrogressive and anachronistic. Their introduction has come at the very time when all political, and particularly municipal, organizations are being called upon to be more sensitive to, and responsive to, community needs and desires. The larger urban boards of education in Ontario are being shackled to arbitrary Ceiling Cost levels imposed by another level of government, and their ability to take vigorous and innovative steps to cope with local problems arrested.

The Ceilings give effective control of education to the Ministry, and emasculate the large urban boards which have traditionally provided the leadership in the Province.

PROVINCIAL CEILING COSTS AND THE
METROPOLITAN TORONTO SCHOOL BOARD

Comments concerning the impact of the Provincial Ceilings on any of the member boards of the Metropolitan Toronto school system cannot be made without reference to the additional level of school government which exists in the Metro area. Because the Provincial Ceilings apply to the Metro school system as a whole, the Metro-wide Ceilings are pro-rated between the member boards.

The attitude of the Toronto Board to the Ceiling Costs, therefore, inevitably reflects reaction to the Toronto share of the Metro total, as well as to the Provincial Ceilings themselves.

Problems relating to the allocation of budget dollars between boards in Metro are not new, and past efforts by the Metro Board in this regard appear to have served the area well. However, the Provincial Ceilings constitute a significant element in school board financing not operative when the present Metro organization was established.

The Metro boards are in an impossible situation in relating to the Provincial Ceilings. Historically, the Metropolitan Toronto School Board was established to provide for an orderly development of capital expenditures and, subsequently, an orderly process of allocating operating expenditures. Each of the boards now finds itself under a double set of controls -- the Provincial Ceilings and the process of distribution in Metropolitan Toronto and this is fast becoming unworkable.

A review of the organization of Elementary and Secondary education in the Metropolitan Toronto area has already been requested by one of the member boards.

The Toronto Board of Education is of the opinion that, in 1974 and as long as the Provincial Ceilings remain in effect, a method must be devised whereby the local boards are dealt with separately for ceiling cost purposes. The special requirements of the urban core area of the City of Toronto must also be given a great deal of consideration. Toronto is at present in the invidious position of seeing its programs decline as its taxes increase because a considerable portion of its tax revenue goes to subsidizing other boards in the Metropolitan system. (See Appendix "A")

PROVINCIAL CEILING COSTS, SCHOOL PROGRAMS
AND SUPPORTING SERVICES

History

The programs and services at present provided by the Toronto Board of Education result from the cumulative contribution and dedicated effort of trustees, community representatives, and staff members who have sought, throughout the long and illustrious history of the Toronto Board, to provide programs and services appropriate to the needs of the City of Toronto. The Toronto system has long served as a model which other communities in the Province have attempted to emulate, and the excellence of its programs and services has brought continent-wide distinction to the City.

Posture for the Future

The Toronto Board of Education, notwithstanding the above, is not resting upon its record, and, as in the past, continues to modify programs and effect organizational and procedural changes as required to meet the current expectations and educational needs of City pupils, parents, and community groups. The imposition of ceilings of such a restrictive nature makes it virtually impossible to develop such modifications and changes in any rational or orderly way.

Assessment Base

It has been fortunate that, in the past, the Toronto Board of Education, in addressing itself to the educational needs of a large urban centre (by far the largest in the Province), has been able to draw on a most favourable assessment base. This situation has enabled the Toronto Board to establish programs for handicapped, disadvantaged, and inner-city children, New Canadian pupils, and others requiring special language instruction, psychiatric, psychological, and counselling services to an extent and with a success which is unrivalled. It should be noted here that the existence of these programs has encouraged a great many families to move to Toronto from other parts of the province and country to take advantage of these programs.

Special Education

Special Education programs, primarily because of low pupil/teacher ratios, involve per pupil costs which substantially exceed those of the regular day school program. However, the Board has consistently taken the view that these programs must be continued and the needs met in order to ensure the development of the pupils concerned to their fullest potential and with the aid of the most up-to-date techniques, facilities, and equipment. Under the existing restrictions, these programs can only be maintained at their present level at the expense of the regular programs in the schools. A drastic increase in the number of multi-handicapped students seriously aggravates the problem.

Professional Services

The Toronto Board has, for many years, provided psychiatric, psychological, and counselling services as required, for pupils whose educational achievement would otherwise be jeopardized. These services are not educational in a technical sense, yet, without them, educational effort is frequently pointless. If funding for these peripheral services could be obtained from other sources (and efforts are being made to accomplish this), the Board's expenditures would be reduced accordingly. However, without assurance that present levels of service will be continued, the Board is loath to cut these already existing services, which are absolutely essential to the educational progress (as well as the full personal development) of the pupils concerned.

Special Education, Professional Services and Pupil Transportation

The need for Special Education programs and supporting Professional Services is recognized, for a variety of reasons, to be most acute in large urban centres. As these are "ordinary" expenditures, these proportionately greater costs must be absorbed within the urban boards' ceilings. On the other hand, the costs of Pupil Transportation, which are proportionately greater in the non-urban boards, since classified as "extraordinary", do not impinge upon their ceilings.

This treatment of a major, but characteristically urban item of expenditure as "ordinary", while other major, but characteristically non-urban item of expenditures is classified

as "extraordinary", constitutes a clear and unjustifiable bias in favour of the non-urban boards.

Accordingly, the Toronto Board is of the opinion that Special Education, Psychiatric, Psychological, and Pupil Welfare Services costs should, at the very least, be reclassified as "extraordinary" expenditures if, indeed, not funded directly through grants from appropriate provincial ministries.

Instruction Program

The Ministry of Education, which has imposed the Cost Ceilings, is at the same time encouraging boards in the Province to provide an unprecedented variety and flexibility in programs offered. It is not possible to offer the recommended range of options and achieve the flexibility now considered desirable without increasing expenditures -- the individual counselling involved, the small classes in the less popular options, obviously imply higher per pupil costs. It is difficult to reconcile the ceilings and the expectations aroused by H.S.1.

BUILDINGS AND FACILITIES

Included in Toronto Board expenditures are the costs of operating and maintaining the Board's physical plant. Other school systems have similar costs; however, two significant factors serve to increase the level of Toronto Board expenditures in this area:

- i. the City schools are used after the regular school day to a degree, and for a variety of purposes, unique in the Province. (See Appendix "B")

- ii. the City system includes a proportionately greater number of old schools with the high ceilings, wooden floors, and other high operating cost features typical of their "generation".

The Toronto Board of Education is concerned that it is being penalized, through the Provincial Ceilings, for facilitating the maximum after-school use of its plant in response to current community wishes, and that the "Age of Facilities" weighting factor does not adequately compensate for the additional operating costs incurred.

To ensure that maximum use of the facilities of the Toronto Board of Education, it is imperative that the Cost Ceilings allow adequately for the additional operating and maintenance expenses involved in after school programs and activities.

PROVINCIAL CEILINGS - LEVELS OF ALLOWED EXPENDITURE

The levels of expenditure imposed by the Provincial Ceilings are not adequate to sustain the educational programs and services of the Toronto Board of Education.

Budget reductions made in 1971 and 1972 have affected the level of service in all areas of the Board's operation. Efforts have been made to minimize the impact in the classrooms' however, the Consultant and Inspectoral staff has been cut back 35 persons and the secondary school staff by 35 teachers. In addition, the Educational and Pupil Welfare

Services staff has been reduced by 22 persons, the Administration Supervisory and Clerical staff by 20 persons, and the Plant Operations staff by 86 caretakers. The \$1½ million reduction in the Plant Maintenance budget has caused the deferral of many projects for which the cost of the delayed maintenance may be substantially increased.

As the budget reductions required to conform with the 1973 Ceilings substantially exceed the combined reductions of the two previous years, the cut backs in 1973 will be impossible and if enforced to the limit will sharply reduce levels of service.

The original Provincial Ceilings introduced in 1971 were simply too low for the urban boards. The increases over the 1972 Ceilings allowed in 1973 (3% elementary, 2% secondary) are inadequate to provide for the maintenance of existing programs and services for which salary, wage, and supply cost increases have been substantially greater.

RECOMMENDATIONS

1. It is the view of the Toronto Board of Education that the Provincial Ceilings, in transferring control from the municipal level to the provincial level of government, are retrogressive and out of place in the 1970's. Provincial government concern with the levels of expenditure in the public sector is understandable. However, dictatorial and arbitrary devices such as Ceiling Costs are not acceptable in a free democratic society.

The Toronto Board of Education, therefore, deplores the introduction of the Ceilings, which it views as a completely inappropriate means of determining levels of expenditure for elementary and secondary schooling in the province. The Toronto Board firmly believes that the fiscal autonomy of individual boards throughout the province must be respected and preserved. In order that programs and services may reflect the needs and desires of each municipality.

Encouragement to boards to restrain expansion of budgets should be provided in the form of incentive grants, rather than the punitive Ceiling Cost measures which have been established.

Accordingly, the Toronto Board of Education recommends the introduction, as soon as possible, of an incentive grant plan, through which boards of education will be encouraged to limit budgets and expenditures, to replace the present undemocratic, punitive, and arbitrary Ceiling Cost plan.

2. The present Provincial Ceilings would precipitate less abrupt reductions in programs and services than are imminent in 1973 if boards were allowed to extend ordinary expenditures, within limits, beyond ceiling levels. The necessary funds, being ineligible for grant, would be raised by means of special "discretionary" levy on the municipal ratepayers. Such a provision would serve as a very effective incentive to budget to ceiling levels but would also allow for a more orderly and less disruptive phasing down (or out) of programs and services.

Accordingly, the Toronto Board of Education recommends that the Provincial Ceiling regulations be amended immediately to provide that "ordinary" expenditures may exceed the Provincial Ceilings by up to 10%, the additional revenues so required to be provided by means of special "discretionary" mill rates.

3. The reactions of the Toronto Board (or any other of the Metro area boards) to the Provincial Ceilings cannot relate directly to these Ceilings, because of the additional level of government which exists in Metro.

The Toronto Board has already requested that the Ministry re-examine the Metro structure of government insofar as it applies to education.

For this reason, the Toronto Board recommends that in 1974 and as long as the Provincial Ceilings remain in effect, a method be devised whereby:

- i. the member boards in the Metro system are dealt with separately for ceiling costs purposes, and
- ii. the special requirements of the urban core area of the City of Toronto are given adequate consideration.

4. The classification of Pupil Transportation costs (which tend to be greater for the non-urban boards) as "extraordinary", while Special Education and Professional Services costs (which tend to be greater for the urban boards) are classified as "ordinary", places the non-urban boards in an advantageous Ceiling Cost position.

Accordingly, the Toronto Board recommends that costs for Special Education, Psychiatric, Psychological, and Pupil Welfare Services be reclassified immediately as "extraordinary" expenditures.

And, further, the Toronto Board recommends that the Provincial Ministries concerned provide direct grants to fund the cost of these essential supporting services.

CITY OF TORONTO CONTRIBUTION TO METRO SCHOOL SYSTEM

1966 to 1972

	<u>Metro Revenue re City of Toronto - Tax Levy & Grants</u>	<u>Metro Expenditures re City of Toronto</u>	<u>City of Toronto Contribution to Metro</u>	<u>% of Toronto Expenditur</u>
1966	\$ -	\$ -	\$ 9,128,000	12%
1967	107,262,000	90,675,000	16,607,000	18%
1968	118,318,000	100,516,000	17,802,000	17%
1969	129,293,000	110,791,000	18,502,000	16%
1970	149,369,000	127,619,000	21,750,000	17%
1971	150,184,000	127,959,000	22,225,000	17%
1972	159,742,000	130,662,000	29,080,000	21%

February 20, 1973.

TORONTO BOARD OF EDUCATION

BRIEF ON THE COMMUNITY USE OF SCHOOLS

TO

THE SELECT COMMITTEE ON THE UTILIZATION

OF

EDUCATION FACILITIES

OCTOBER 12, 1972

CONTENTS

	PAGE
1. INTRODUCTION	
2. TORONTO BOARD OF EDUCATION FACILITIES	1
3. COMMUNITY PROGRAMS IN MARCH 1851	1
4. TORONTO BOARD POLICY	2
5. COMMUNITY USE OF EDUCATIONAL FACILITIES	3
6. NEW CANADIAN PROGRAMS	4
7. ETHNIC GROUPS USING SCHOOL FACILITIES	6
8. AFTER-FOUR PROGRAM	9
9. SUMMER SWIMMING PROGRAM	11
10. THE DEPARTMENT OF PARKS & RECREATION	12
11. PARTIAL LIST OF OTHER AGENCIES USING BOARD FACILITIES	13
12. DROP-IN CENTRES	15
13. ACADEMIC SUMMER PROGRAMS, ADULT	16
EDUCATION	
14. RECOMMENDATION	17
APPENDIX A	
PERMIT POLICY AND FEE STRUCTURE	
APPENDIX B	
PERMIT INFORMATION	
APPENDIX C	
HOURS OF USE OF FACILITIES BY COMMUNITY PROGRAMS	
APPENDIX D	
CONTRACTS AFFECTING THE USE OF FACILITIES	
APPENDIX E-1, E-2, E-3	
ACADEMIC SUMMER PROGRAMS, ADULT EDUCATION	

I N T R O D U C T I O N

BOTH THE NATURE OF THE INQUIRY TO WHICH THIS PRESENTATION IS A RESPONSE AND THE NATURE OF THE RESPONSE ITSELF LOCATES THE PRESENTATION WITHIN THE PRECINCTS OF A CONTINUING CONCERN WITH SCHOOL-COMMUNITY RELATIONSHIPS. THE PLACEMENT IS, OF COURSE, JUST AND REASONABLE, AND IT EMERGES FROM A SPECIFIC IDENTIFICATION. THE PRESENTATION ADDRESSES ITSELF TO THE DEGREE, INTENSITY AND KIND OF USE THAT THE TORONTO COMMUNITY, AS A WHOLE, MAKES OF ITS SCHOOL FACILITIES FOR EXTRA SCHOOL, COMMUNITY ACTIVITIES. THAT SUCH USE MANIFESTS ONE SIGNIFICANT DIMENSION IN THE SCHOOL-COMMUNITY RELATIONSHIP CONFIGURATION IS INDISPUTABLE. HOWEVER, THERE EXISTS A STRONG AND ALMOST IRRESISTIBLE CONFUSION ABOUT THE IMPLICATION WHICH THIS SINGLE DIMENSION IMPORTS TO THE THOUGHT AND DISCUSSION ABOUT SCHOOL-COMMUNITY RELATIONSHIPS. FAR TOO OFTEN FOR COMFORT, OR EVEN VALIDITY, THE CONFUSION ENDS WITH THE CONCLUSION THAT SHARED USE OF A SCHOOL FACILITY SOMEHOW RATIONALIZES THE DESIGNATION OF THE FACILITY AS A "COMMUNITY SCHOOL".

THIS PRESENTATION IS ANXIOUS TO AVOID THE RISK OF INGENUOUSNESS WHICH ACCOUNTS FOR THE CONCLUSION ITSELF. IT HAS NO INTENTION OF OFFERING ITS CONTENT AS A MANIFESTATION OF THE COMMUNITY SCHOOL IN ACTION. PURELY AND SIMPLY, IT IS AS ACCURATE AND AS COMPREHENSIVE AN ACCOUNT AS POSSIBLE OF THE USE TO WHICH THE CITY'S CITIZENSHIP PUTS ITS SCHOOL FACILITIES. THE FAR MORE COMPLEX AND DEEP WORKING ISSUE OF "THE COMMUNITY SCHOOL" AWAITS SOME OTHER DOCUMENT AT SOME OTHER TIME.

TORONTO BOARD OF EDUCATION FACILITIES:

THE TORONTO BOARD OF EDUCATION HAS IN OPERATION 142 BUILDINGS SITUATED ON 534 ACRES OF LAND. THERE ARE 12,000,000 SQUARE FEET OF BUILDINGS WITH A REPLACEMENT VALUE OF \$356,904,671. THE SCHOOL BOARD OWNS AND OPERATES 43 SWIMMING POOLS ON A DAILY BASIS THROUGHOUT WINTER AND SUMMER. THE PUBLIC AT LARGE MAKES EXTENSIVE USE OF THE POOLS WHEN THEY ARE NOT REQUIRED FOR SCHOOL USE.

GOING BACK INTO OUR EARLY HISTORY WE FIND:

COMMUNITY PROGRAMMES IN MARCH 1851

USE OF SCHOOLS FOR OTHER THAN SCHOOL PURPOSES

"MANY APPLICATIONS WERE MADE TO THE BOARD FOR PERMISSION TO USE THE SCHOOLS FOR DIVINE SERVICE, HOLDING OF MEETINGS AND ENTERTAINMENTS. THERE IS NO RECORD OF ANY RELIGIOUS BODY OR SECT BEING REFUSED THE USE OF THE SCHOOLS FOR THE PURPOSE OF SUNDAY SERVICES OR RELIGIOUS MEETINGS. TO THE PERMISSION GIVEN IS FREQUENTLY ATTACHED THIS RIDER THAT THE ORGANIZATION USING THE SCHOOL MUST PROVIDE CANDLES FOR THE MEETING. IN MARCH, 1851, AN APPLICATION COMES TO THE BOARD FOR THE USE OF THE SCHOOL ROOM AT THE CORNER OF CROOKSHANK AND VICTORIA STREETS, KNOWN AS NO. 11, FOR GERMAN INHABITANTS TO USE AS A MEETING HOUSE. PERMISSION IS GRANTED TO THEM ON THE SAME CONDITIONS THAT SCHOOLHOUSE NO. 9 WAS GRANTED TO THE FREE PRESBYTERIAN CHURCH OF CANADA. NO CHARGE FOR THIS PRIVILEGE WAS MADE."

TORONTO BOARD POLICY:

THE SCOPE OF THE COMMUNITY PROGRAMMES IN TORONTO IS MANY TIMES THAT OF MARCH 1851, AND IS CONTINUALLY EXPANDING. THE TORONTO BOARD WELCOMES THE IDEA OF THE COMMUNITY USING THE SCHOOLS AND IS GIVING TANGIBLE SUPPORT IN MAKING NO CHARGE FOR THE COMMUNITY USE, EXCEPT IF OVERTIME IS INVOLVED. THE CONSIDERABLE FINANCIAL SUPPORT, THE AMOUNT CHARGEABLE TO THE COMMUNITY USE OF SCHOOLS, IS \$1.3 MILLION ACCORDING TO THE METRO FORMULA STUDY. THE OVERALL METRO COST IS \$3.8 MILLION.

THERE WAS A TOTAL ATTENDANCE OF 1.75 MILLION FOR THE 1972 COMMUNITY PROGRAMME. THE REQUESTS FOR COMMUNITY USE OF THE SCHOOLS ARE SO NUMEROUS THE TORONTO BOARD OF EDUCATION HAS REVISED ITS POLICY AND FEE STRUCTURE - SEE APPENDIX A.

COMMUNITY USE OF EDUCATION FACILITIES

SCHOOL YEAR 1971--72, JULY 1--JUNE 30

MEETINGS 104,554; PERMITS 4,382

THE SCHOOL FACILITIES HAVE BEEN MADE AVAILABLE TO THE COMMUNITY AT LARGE BY THE TORONTO BOARD OF EDUCATION. IN 1955 THERE WERE ABOUT 500 PERMITS ISSUED FOR COMMUNITY PROGRAMS. THERE HAS BEEN A CONSIDERABLE INCREASE SINCE 1955. FOR THE YEAR 1971 THERE WERE 4,382 PERMITS ISSUED FOR 104,554 MEETINGS WITH AN ATTENDANCE OF 1,756,630. THE INCREASE FROM 1955 TO 1971 WAS APPROXIMATELY 900%. A STUDY OF THE STATISTICS OF APPENDIX B SHOWS A STEADY GROWTH FROM 1961 TO 1971 OF ALMOST 100% OF THE ATTENDANCE AND PERMITS ISSUED IN 1961. MANY FACILITIES ARE BEING USED TO CAPACITY AS INDICATED BY THE FOLLOWING FROM THE PLANT OPERATIONS' DEPARTMENT:

SINCE THE BEGINNING OF THE CURRENT SCHOOL YEAR, APPLICATIONS FOR SPACE AND FACILITIES HAVE OUTRUN AVAILABILITY TO THE DEGREE THAT PERMIT REFUSALS HAVE, OF NECESSITY, BECOME A REGULAR AND DAILY PROBLEM; AND THE PROBLEM IS STEADILY INCREASING FOR THE FREE USE OF THE FACILITIES. APROPOS OF THIS CONDITION, IT IS IMPORTANT TO OBSERVE THAT THE NOTION OF AVAILABILITY IS ONE OF CAPACITY TO PROVIDE SPACE AND FACILITIES WHEN THE COMMUNITY REQUIRES IT. ANY DISCUSSION ABOUT WHEN SCHOOL FACILITIES AND SPACE ARE NOT IN USE REMAINS FUTILE; THIS IS A QUESTION OF PRIME TIME AND GROUPS COMPETING FOR IT.

IT SHOULD BE NOTED THAT A PERMIT MAY BE FOR MORE THAN ONE MEETING. IT COULD COVER A SERIES OF 20 TO 30 MEETINGS. THIS EXPLAINS WHY IN 1971 THERE WERE 104,554 MEETINGS WITH ONLY 4,382 PERMITS. THE BOARD HAS MADE NO CHARGE FOR THE USE OF THE SCHOOLS SINCE JULY 1, 1971, UNLESS OVERTIME WERE INVOLVED; THE PREDICTED IMPACT OF THIS NEWLY ESTABLISHED POLICY WILL SUBSTANTIALLY INCREASE THE DEMAND.

IN 1971 THE COMMUNITY USE AMOUNTED TO 2620 HOURS AVERAGE PER WEEK FOR 52 WEEKS, WITH A TOTAL FOR THE YEAR OF 136,216.75 HOURS. THIS AMOUNT DOES NOT INCLUDE NIGHT SCHOOL OR REGULAR SCHOOL USE OF FACILITIES. SEE APPENDIX C FOR STATISTICS ON HOURS.

NEW CANADIAN PROGRAMMES

NEW CANADIAN PROGRAMMES HAS BEEN ONE OF OUR MOST POPULAR PROGRAMMES. FOR THE YEAR 1971 APPROXIMATELY 10,000 ETHNIC STUDENTS ATTENDED ENGLISH AND CITIZENSHIP CLASSES IN 23 DIFFERENT SCHOOLS IN TORONTO. TO HELP THE NEW CANADIANS COPE WITH PROBLEMS OF THEIR NEW ENVIRONMENT SUBJECTS SUCH AS LAW AND BANKING WERE DISCUSSED.

MOST OF THE CLASSES WERE IN THE EVENING, BUT DAY CLASSES WERE ARRANGED FOR SOME STUDENTS WHO FOUND IT DIFFICULT TO ATTEND DURING THE EVENING.

THE SCHOOLS FOR THE 1971 NEW CANADIAN PROGRAMMES ARE LISTED BELOW SHOWING THE NUMBER OF TEACHERS:

NIGHT CLASSES

<u>SCHOOL</u>	<u>NO. OF TEACHERS</u>
BICKFORD PARK HIGH SCHOOL	29
BLOOR COLLEGIATE INSTITUTE	34
EASTERN HIGH SCHOOL OF COMMERCE	31
GIVINS PUBLIC SCHOOL	24

NIGHT CLASSES - CON'T.

<u>SCHOOL</u>	<u>NO. OF TEACHERS</u>
KENT PUBLIC SCHOOL	13
KING EDWARD PUBLIC SCHOOL	10
OAKWOOD COLLEGIATE INSTITUTE	18
CENTRAL HIGH SCHOOL OF COMMERCE	6
DEER PARK PUBLIC SCHOOL	6
EARLSCOURT PUBLIC SCHOOL	3
ESSEX PUBLIC SCHOOL	4
HUGHES PUBLIC SCHOOL	2
LORD LANSDOWNE PUBLIC SCHOOL	3
OGDEN PUBLIC SCHOOL	4
ORDE STREET PUBLIC SCHOOL	5
OSLER PUBLIC SCHOOL	5
PARKDALE COLLEGIATE INSTITUTE	5
QUEEN ALEXANDRA PUBLIC SCHOOL	3
RYERSON PUBLIC SCHOOL	9
WEST PARK VOCATIONAL SCHOOL	7
WESTERN TECHNICAL-COMMERCIAL SCHOOL	5

DAY CLASSES

JONES AVENUE	7
HOWARD PARK	1

ETHNIC GROUPS USING SCHOOL FACILITIES:

TORONTO RECEIVES A FLOW OF IMMIGRANTS GREATER THAN ANY CITY IN CANADA. IT IS NATURAL THAT THE TORONTO BOARD OF EDUCATION EXPERIENCES A HEAVY DEMAND FOR ITS FACILITIES FROM THE VARIOUS ETHNIC GROUPS. IN 1971 THERE WERE 69 PROGRAMMES ORGANIZED IN 46 TORONTO SCHOOLS. INDIVIDUAL GROUPS APPLY FOR PERMITS AND ORGANIZE THEIR OWN LANGUAGE CLASSES. THESE CLASSES ARE NOT TO BE CONFUSED WITH THE NEW CANADIAN PROGRAMMES. THEY ARE SEPARATE. THERE IS NO CHARGE TO THESE GROUPS EXCEPT IF OVERTIME IS INVOLVED. A LIST OF THE ETHNIC GROUPS AND THE SCHOOLS THEY USE IS SHOWN BELOW:

ETHNIC GROUPS USING SCHOOLS UNDER PERMIT FOR LANGUAGE CLASSES

ESTONIANS	KEELE ST.	
GREEKS (GREEK COMMUNITY INC.)	ANNETTE	FRANKLAND
	BLAKE	HILLCREST
	BROCK	JOHN WANLESS
	EARL BEATTY	McMURRICH
	EARLSCOURT	PALMERSTON
	EGLINTON	PAULINE
	ESSEX	RUNNYMEDE

ETHNIC GROUPS USING TORONTO SCHOOLS:

GREEKS

(PROTYPA EKPAEDEFTERIA)

ADAM BECK

ANNETTE

BLAKE

BROCK

CHRISTIE

EARL BEATTY

EARLSCOURT

EGLINTON

ESSEX

FRANKLAND

GLEDHILL

HILLCREST

INDIAN ROAD

JOHN WANLESS

LORD DUFFERIN

MAURICE CODY

McMURRICH

PALMERSTON

PAPE

PAULINE

PERTH

RODEN

RUNNYMEDE

SHIRLEY

WILKINSON

WITHROW

ITALIAN

(COMITATO SCOLASTICO ITALIANO)

ALEXANDER MUIR

BROCK

CHRISTIE

CLINTON

DAVENPORT

DEWSON

DOVERCOURT

EARLSCOURT

ESSEX

GENERAL MERCER

GIVINS

HUGHES

McMURRICH

MONTROSE

OSSINGTON

PAPE

PERTH

REGAL ROAD

SHAW

GERMANS (GERMAN CLUB HARMONIE)

CHRISTIE

ETHNIC GROUPS USING SCHOOLS - CONT'D.

DANUBE SWABIANS

KIMBERLEY

UKRAINIANS

RUNNYMEDE

LATVIANS (LATVIAN SAT. SCHOOL) JESSE KETCHUM

JAPANESE

ORDE STREET

PORTUGUESE

C. G. FRASER

RYERSON

SHAW

WINONA

CHINESE

DEER PARK

AFTER-FOUR PROGRAM

THE AFTER-FOUR PROGRAM WAS ACTIVE IN NINETEEN TORONTO SCHOOLS FOR THE YEAR 1971--1972. IN ADDITION THERE WERE FIVE MORE SCHOOLS WHO EXPRESSED INTEREST FOR 1972--1973, WHICH WOULD MEAN A TOTAL OF 24 SCHOOLS FOR THE COMING YEAR. THE PROGRAM BEGAN WITH THREE SCHOOLS TWO YEARS AGO. IT IS ORGANIZED UNDER THE LEADERSHIP OF THE Y M C A STAFF. THIS FALL THERE IS A POSSIBILITY THAT ABOUT ONE QUARTER OF THE PUBLIC SCHOOLS OF THE TORONTO BOARD WILL HAVE AFTER-FOUR PROGRAMS. A 25% INCREASE IS FORECAST FOR 1972. THIS IS JUST ONE PHASE OF THE USE OF SCHOOLS FOR AFTER-FOUR PROGRAMS. IT DOES NOT TAKE INTO ACCOUNT HUNDREDS OF THE USUAL EXTRA-CURRICULAR ACTIVITIES GOING ON IN THE SCHOOLS SUCH AS FOOTBALL, MUSIC, DRAMATICS, ART, SWIMMING, HOCKEY AND SO ON.

DURING THE PAST YEAR THE FOCUS OF THE PROGRAM WAS ON INDIVIDUAL ENRICHMENT AND SKILL LEARNING. AS A RULE THE STUDENTS ELECT TO ATTEND FOR THREE DAYS OF THE WEEK, BUT SOME PARENTS LIKE THEIR CHILDREN TO ATTEND FOR FIVE DAYS WHICH GIVES THE PROGRAM A DAY-CARE ASPECT IN A FEW SCHOOLS.

THE ATTENDANCE FOR ALL PROGRAMS IN THE NINETEEN SCHOOLS WAS OVER 72,000 PUPIL DAYS. THE PROGRAM IS FUNDED BY THE TORONTO BOARD OF EDUCATION, \$35,000; THE CITY COUNCIL, \$20,000; AND FEES AND OTHER INCOME, \$25,000. THIS DOES NOT TAKE INTO ACCOUNT THE USE OF THE FACILITIES SINCE THE BOARD DOES NOT MAKE ANY CHARGE FOR ROOMS USED, FUEL COST, OR MAINTENANCE SERVICES.

AFTER-FOUR PROGRAMME - CONT'D

PROGRAMMES WERE ORGANIZED IN THE FOLLOWING
TORONTO PUBLIC SCHOOLS:

ALLENBY

BALMY BEACH

BLAKE

BROWN

CHARLES G. FRASER

DAVISVILLE

DEER PARK

DEWSON

DUKE OF YORK

EARLSCOURT

FRANKLAND

HILLCREST

MAURICE CODY

OLD ORCHARD & OSSINGTON

ORIOLE PARK

PARK

ROSE

WEST PREPARATORY

WINCHESTER

SUMMER SWIMMING PROGRAMME FOR 1972:

THE TORONTO BOARD OF EDUCATION HAS HELD SUMMER SWIMMING PROGRAMMES FOR AT LEAST 40 YEARS. AN INSTRUCTIONAL PROGRAMME IS ORGANIZED FOR CHILDREN WHO WISH TO LEARN TO SWIM, TAKE ADVANCED SWIMMING, OR THE RED CROSS WATER SAFETY COURSE AT A NOMINAL CHARGE OF \$2.00 PER CHILD. MOST OF THE SWIMMERS WERE OF PUBLIC SCHOOL AGE.

THE TORONTO BOARD OPERATES 37 POOLS IN THE SUMMER FOR THE SEVEN WEEKS OF THE COURSES. THE PARENTS ARE GIVEN AN OPPORTUNITY TO OBSERVE THEIR CHILDREN LEARNING TO SWIM.

IN ADDITION TO THE REGULAR COURSES THERE WERE 18 DAY CAMPS ACCOMMODATED IN THE POOLS.

A SUMMARY OF THE NUMBERS INVOLVED FOLLOWS:

SUMMER SWIMMING PROGRAMME 1972

NUMBER OF POOLS	37
LENGTH OF COURSES IN WEEKS	7
NUMBER OF BOYS AND GIRLS	9,604

SWIMMING PROGRAMME - CONT'D

TOTAL ATTENDANCE	158,325
STAFF: INSTRUCTORS AND POOL MANAGERS	120

THE DEPARTMENT OF PARKS & RECREATION :

THE DEPARTMENT OF PARKS & RECREATION FOR THE CITY OF TORONTO OPERATES IN OUR SCHOOLS ON A PERMIT BASIS. DURING THE WINTER MONTHS IT OPERATES 56 WINTER PLAYGROUND PROGRAMMES, PROVIDES 25 NATURAL ICE RINKS ON SCHOOL BOARD PROPERTY, AND PARTIALLY SUBSIDIZES 52 ORGANIZATIONS WHICH USE SCHOOL FACILITIES, E.G. GIRL GUIDES, SCOUTS. DURING THE SUMMER MONTHS IT HAS 60 SUMMER PLAYGROUNDS ON SCHOOL BOARD PROPERTY, AND 15 OF THE TORONTO BOARD'S POOLS ARE USED IN ITS RECREATION PROGRAMME. THE FOLLOWING LISTING IS A SUMMARY OF THE FACILITIES USED BY THE DEPARTMENT OF PARKS & RECREATION.

DEPARTMENT OF PARKS & RECREATION

SUMMER PLAYGROUNDS	60 SCHOOLS
SUMMER SWIMMING	15 SCHOOLS
WINTER PLAYGROUNDS	56 SCHOOLS
COMMUNITY CENTRES	16 SCHOOLS
COMMUNITY CENTRE SWIMMING	19 SCHOOLS
NATURAL ICE RINKS	25 SCHOOLS

PARTIAL LIST OF OTHER AGENCIES USING BOARD FACILITIES

MANY OTHER AGENCIES REQUEST PERMITS TO USE THE TORONTO BOARD'S SCHOOLS. THERE IS NO CHARGE FOR THE USE OF THE SCHOOLS EXCEPT FOR OVERTIME USE. A PARTIAL LIST IS PRESENTED BELOW.

PARTIAL LIST OF OTHER AGENCIES USING BOARD FACILITIES:

CANADIAN BUREAU OF MUSIC
GIRL GUIDES
BOY SCOUTS
Y.M.C.A.
Y.W.C.A.
CATHOLIC YOUTH ORGANIZATION

DOWNTOWN BOYS CLUB
ST. CHRISTOPHER HOUSE
ALEXANDER PARK RESIDENTS ASSOCIATION
TORONTO VOLLEYBALL LEAGUE
TORONTO AND DISTRICT BASKETBALL LEAGUE
TORONTO NETBALL LEAGUE
UKRAINIAN VOLLEYBALL LEAGUE
ONTARIO MODERN GYMNASIC FEDERATION
POLISH GIRL GUIDES
POLISH BOY SCOUTS
TORONTO AND DISTRICT SOCCER CLUB
GAELIC SOCCER CLUB
NORTH TORONTO HORTICULTURAL SOCIETY
HIGH PARK SKI CLUB
SCOTIA BANK THEATRE
IRISH THEATRE
MELODIES OF PORTUGAL
BEAVER BIBLE CLASS
HINDUSTAN FILMS
ASIAN CLUB (FILMS)
BRITISH CLUB (FILMS)
PRO DRIVERS (METRO POLICE)

THIS DOES NOT INCLUDE HOME & SCHOOL OR OTHER PARENT-TEACHER
ORGANIZATIONS OR SCHOOL FUNCTIONS (OPEN HOUSE, DANCES, ETC.).

DROP-IN CENTRES

VARIOUS FACILITIES ARE MADE AVAILABLE TO THE PEOPLE WHO DROP IN TO THE SCHOOLS SUCH AS CAFETERIAS, AUDITORIUMS, CLASSROOMS FOR ACTIVITIES SUCH AS ART AND CRAFTS, AND SWIMMING POOLS.

THE DROP-IN CENTRES ARE FUNDED BY THE CITY OF TORONTO, WITH FACILITIES PROVIDED FREE OF CHARGE BY THE TORONTO BOARD OF EDUCATION, AND STAFFED BY THE Y M C A. THE SCHOOLS WHERE THIS PROGRAMME OPERATES ARE SHOWN BELOW:

1. OAKWOOD COLLEGIATE
2. BLOOR COLLEGIATE
3. PARKDALE COLLEGIATE
4. NORTH TORONTO COLLEGIATE
5. MAURICE CODY PUBLIC SCHOOL

ANOTHER CENTRE HAS BEEN ESTABLISHED AT RIVERDALE COLLEGIATE BUT IS NOT STAFFED BY THE Y M C A. THE SHARE PROJECT WAS ORGANIZED IN THE SUMMER OF 1971 AND WAS RESUMED IN JANUARY 1972 WITH FINANCIAL ASSISTANCE FROM THE BOARD AND THE CITY OF TORONTO, USING COLLEGIATE FACILITIES AND SERVING THE NEEDS OF MORE THAN 200 TEEN-AGERS FROM THE RIVERDALE AREA. ON FEBRUARY 17 AN ADVISORY COMMITTEE WAS FORMED COMPOSED OF STUDENTS, TEACHERS, ADMINISTRATORS, AND LOCAL RESIDENTS.

ACADEMIC SUMMER PROGRAMS

THE TORONTO BOARD CO-OPERATES WITH THREE SUMMER PROGRAMS OFFERING ACADEMIC COURSES BY MAKING 25 SCHOOLS AVAILABLE TO THE FOLLOWING:

MINISTRY OF EDUCATION	12 SCHOOLS
ONTARIO COLLEGE OF EDUCATION	4 SCHOOLS
DEPARTMENT OF HEALTH (DENTAL CLINIC)	9 SCHOOLS

THE TORONTO BOARD ALSO OFFERS SUMMER COURSES IN 8 SCHOOLS FOR ACADEMIC UPGRADING, FOR ACCELERANTS, ADVANCED MUSIC AND DRAMA, TECHNICAL AND COMMERCIAL COURSES, JUNIOR MUSIC AND DANCE ROUTINES, AND PHYSICAL EDUCATION.

THE BOARD OFFERS FREE OF CHARGE ENGLISH AS A SECOND LANGUAGE AT 6 SCHOOLS IN THE SUMMER FOR NEW CANADIANS.

DURING THE YEAR ADULT EDUCATION IS OFFERED IN EVENING CLASSES IN 15 SCHOOLS COVERING MANY FIELDS SUCH AS ACADEMIC SUBJECTS, TECHNICAL, COMMERCIAL, MUSIC, DRAMA, DATA PROCESSING, FLOWER ARRANGING, GOLF, AND OTHER RECREATIONAL SUBJECTS.

FOR FURTHER INFORMATION ABOUT SUMMER SCHOOL AND ADULT EDUCATION -- APPENDICES E-1, E-2, AND E-3.

RECOMMENDATION:

THE TORONTO BOARD OF EDUCATION HAS DEMONSTRATED THAT IT ENDORSES THE COMMUNITY USE OF SCHOOLS. EVEN THOUGH THE ONTARIO GOVERNMENT IS ON RECORD IN ENCOURAGING AND PROMOTING THE AFTER-SCHOOL USE OF EDUCATION FACILITIES, THE BOARD IS CONCERNED THAT THE POLICY OF BUDGET CEILINGS SET BY THE ONTARIO MINISTRY OF EDUCATION WILL NULLIFY ANY POSSIBILITY OF EXPANSION OF THE COMMUNITY USE OF SCHOOLS. THE TORONTO BOARD HAS UNDERWRITTEN THE COST OF THE COMMUNITY USE OF FACILITIES TO THE AMOUNT OF \$1.3 MILLION FOR THE PAST YEAR. IT IS IMPERATIVE THAT OTHER LEVELS OF GOVERNMENT AND AGENCIES ASSIST IN ALLEVIATING THE FINANCIAL BURDEN. OTHERWISE, INSTEAD OF EXPANSION OF THE COMMUNITY USE OF SCHOOLS, THERE COULD BE A SERIOUS CUT IN PROGRAMS.

WE RESPECTFULLY SUBMIT THAT WHEREAS THE PROVINCIAL GOVERNMENT HAS PLACED CEILINGS ON THE COST OF EDUCATION, AND WHEREAS THE BOARD OF EDUCATION IS PROVIDING THE AFTER-SCHOOL FACILITIES FOR THE PUBLIC, THE TORONTO BOARD OF EDUCATION RECOMMENDS THAT THE PROVINCE DEVELOP A POLICY WHEREBY THE PROVINCE WILL UNDERWRITE THE COST OF THE COMMUNITY USE OF SCHOOL FACILITIES.

PERMIT POLICY AND FEE STRUCTURE

Approved by Board June 30, 1971. See section 1, Report 4 of Special Committee re Community Programmes, page 527.

1. Use of Board Accommodation and Facilities:
Organizations to be granted permits, without charge:
 - (a) Organizations and school functions under the Board of Education, as approved by the Director of Education;
 - (b) Employees' organizations;
 - (c) Home and School Associations and similar parent-teacher organizations and councils.
2. Other permits, except playing fields and tennis courts (see sections 3 and 4):
Other organizations, as authorized by the Director of Education, be granted free use of Board accommodation and facilities, and pay only for overtime costs incurred. Should the Director of Education deem it necessary, applications may be submitted to the Finance Committee.

3. Fees for playing fields, including the use of stadium, dressing rooms, and showers, except for organizations listed in section 1 (a) to (c):

Practice	\$50.00
Games	\$75.00
Flood Lights	\$15.00

All permits for the use of playing fields, grounds and running tracks to be issued with the provision that the permit is subject to cancellation on four hours' notice if conditions warrant.

4. Organizations or individuals who wish to use the Board's facilities for personal profit - fee to be determined by the Director of Education and reported to the Board.

5. Use of Tennis Courts:

All tennis courts to be let to the Department of Parks and Recreation (after school hours) under permit. The Parks Department may sub-permit as required. (Agreement is under negotiation)

APPENDIX B

PERMIT INFORMATION

YEAR	NO. OF PERMITS	NO. OF MEETINGS	ATTENDANCE
1961	2,366	56,452	948,453
1962	2,597	61,964	1,045,059
1963	2,755	65,724	1,104,396
1964	2,776	66,235	1,112,815
1965	2,947	70,315	1,181,363
1966	3,072	73,297	1,231,472
1967	3,590	85,657	1,439,123
1968	3,710	88,520	1,487,227
1969	3,918	93,483	1,570,608
1970	4,071	97,134	1,631,941
1971	4,382	104,554	1,756,630
1972 (Estimated)	4,467	106,582	1,790,686
1973 (Projected)	5,360	127,898	2,148,823

The projected increase for 1973 is 20%.

HOURS OF USE OF FACILITIES BY COMMUNITY PROGRAMMES1971

<u>MONTH</u>	<u>TOTAL ELAPSED HOURS</u>
JANUARY	9,829.75
FEBRUARY	9,291.00
MARCH	10,788.00
APRIL	9,380.00
MAY	8,089.00
JUNE	6,241.50
JULY	21,062.75
AUGUST	17,000.75
SEPTEMBER	5,763.50
OCTOBER	11,595.25
NOVEMBER	13,540.50
DECEMBER	13,634.75

AGREEMENTS AFFECTING SCHOOLS

<u>School</u>	<u>Contracting Party</u>	<u>Nature of Agreement</u>
<u>AREA 1</u>		
Ravina Park (Annette Street P.S.)	The Corporation of the City of Toronto	Shared use agreement - use of park land
West End Secondary School	The Corporation of the City of Toronto	Shared use agreement - use of Board recreational facilities
West End Secondary School	Eastwood Food Services	Agreement - operation of cafeteria
West End Secondary School	Toronto Gaelic Athletic Association	Licence - use by association of 50 parking spaces at specified times
*See last page		
<u>AREA 2</u>		
Brook Avenue P.S.	The Corporation of the City of Toronto	Licence - installation & maintenance re flagstone paving on City property
Osler P.S. (Madaworth Park)	The Corporation of the City of Toronto	Shared use agreement - use of City park and Board swimming pool
<u>AREA 3</u>		
Bickford Park H.S.	The Corporation of the City of Toronto	Shared use agreement - use of park land for recreational program
Central Technical School	The Carabana Club	Licence - use by association of 45 parking spaces at specified times
Central Technical School	Central Hospital	Agreement - use of hospital facilities for nursing assistants' course
Central Technical School	The Corporation of the City of Toronto	Licence - installation & maintenance of flagstone paving on City property

APPENDIX D

	Contracting Party	Nature of Agreement
Central Technical School	Doctor's Hospital	Agreement - use of hospital facilities for nursing assistants' course
Central Technical School	Toronto East General and Orthopaedic Hospital Inc.	Agreement - use of hospital facilities for nursing assistants' course
Central Technical School	The Wellesley Hospital	Agreement - use of hospital facilities for nursing assistants' course
Central Technical School	The Wellesley Hospital	Agreement - use of hospital facilities for dietary supervisors' course
Essex P.S.	Department of National Defence	Licence - installation of air raid sirens on Board property
Island P.S.	Municipality of Metropolitan Toronto	Lease - land for Island School
the last page		
P.A. 4		
St. Louis' Vocational School	Eastwood Food Services	Agreement - operation of cafeteria
Queen Alexandra P.S.	The Corporation of the City of Toronto	Shared use agreement - use of swimming pool
Regent Park P.S.	The Corporation of the City of Toronto	Shared use agreement - use of St. David's playground
Riversdale Collegiate Institute	Department of National Defence	Licence - installation of air raid sirens on Board property
Sackville P.S.	York Montessori Nursery Schools	Licence - operation of nursery school in two basement playrooms
Withrow Avenue P.S.	The Corporation of the City of Toronto	Licence - installation and maintenance of landscaping, plantings, fence, steps, watering devices, etc., on City property

APPENDIX D

School	Contracting Party	Nature of Agreement
<u>AREA 5</u>		
Bowmore Road P.S.	The Corporation of the City of Toronto	Licence - installation and maintenance of fuel oil pipeline on City property
Duke of Connaught P.S. (S.H. Armstrong Recreation Centre)	The Corporation of the City of Toronto	Shared use agreement - use of S.H. Armstrong Recreation Centre and Board swimming pool
Eastern High School of Commerce	Toronto Transit Commission	Lease - land for staff parking
Kew Beach P.S.	Department of National Defence	Licence - installation of air raid sirens on Board property
***) ****) See last page		
<u>AREA 6</u>		
Davisville P.S.	Municipality of Metropolitan Toronto	Lease - operation of day care centre
Forest Hill C.I.	Canadian National Railway Company	Licence - pedestrian crossing for access to school
Forest Hill C.I.	The Corporation of the City of Toronto	Shared use agreement - use of swimming pool
Forest Hill C.I.	Municipality of Metropolitan Toronto	Easement - across school lands for 24 inch watermain
Jesse Ketchum P.S. (Berryman Street Building)	Municipality of Metropolitan Toronto (formerly The Corporation of the City of Toronto)	Lease - operation of day care centre by Metropolitan Toronto
John Fisher P.S.	Department of National Defence	Licence - installation of air raid sirens on Board property
North Toronto C.I.	The Corporation of the City of Toronto	Shared use agreement - use of swimming pool
North Preparatory School	The Corporation of the City of Toronto	Lease - use of school land for park purposes

APPENDIX D

School	Contracting Party	Nature of Agreement
Whitney P.S.	The Corporation of the City of Toronto	Licence - installation and maintenance of flagstone paving on City property
<u>*Area 1</u>		
Parkdale P.S., Sr. & Jr.	The Corporation of the City of Toronto	Shared use agreement - use of school yard and washrooms for park and recreational purposes
<u>**Area 3</u>		
Montrose P.S.	The Corporation of the City of Toronto	Shared use agreement - use of park area for playground purposes
<u>***Area 5</u>		
Downmore Road P.S.	The Corporation of the City of Toronto	Shared use agreement - use of Fairmount Park, Board swimming pool and related facilities
<u>****Area 5</u>		
Monarch Park S.S.	The Corporation of the City of Toronto	Deed from City to Board - provides for use of school stadium by East Toronto Ladies' Softball League

THE BOARD OF EDUCATION



FOR THE CITY OF TORONTO

RONALD E. JONES Director of Education

D. S. MEAHORT Associate Director of Education

A. L. MILLOY Superintendent of Secondary Schools

M. E. MacDONALD Superintendent of Public Schools

CERTAUDE M. FATT Superintendent of Special Services

HARRY G. FACEY Controller of Buildings and Plant

D. S. PATON Comptroller of Finance

155 COLLEGE STREET ■ TORONTO 2B, CANADA

362-4931

SUMMER SCHOOL1972

The following summer schools for students of secondary school age will be operated during the summer of 1972 in Toronto:

- | | |
|---|---|
| 1. Academic Summer School
Grade XIII - Upgrading | North Toronto Collegiate Institute |
| 2. Academic Summer School
for Credit in Grades XI and XII
Academic Subjects | North Toronto Collegiate Institute |
| 3. Academic Summer School
Grades XI and XII - Upgrading | Monarch Park Secondary School |
| 4. Summer School for Grades IX
and X Subjects of all Branches.
Accelerants of Grade X
Upgrading of Grade X | Bloor Collegiate Institute
and Brockton High School |
| 5. Technical and Commercial Summer
School and Advanced Music and
Drama | Northern Secondary School
(Aircraft at Central Technical School,
Photography at Danforth Technical School) |
| 6. Art Summer School | Central Technical School, Art Centre |
| 7. Summer School for Enrichment,
Junior Music and Dance Routines | Bickford Park High School |
| 8. Summer School for Physical
Education | Brockton High School (boys)
Northern Secondary School (boys)
Monarch Park Secondary School (boys)
Bickford Park High School (girls)
Central Technical School
(Senior Public School Students) |

Eligibility, conditions and registration procedures are outlined on the following pages.

TORONTO BOARD OF EDUCATION

ENGLISH as a SECOND LANGUAGE for NEW CANADIAN ADULTS

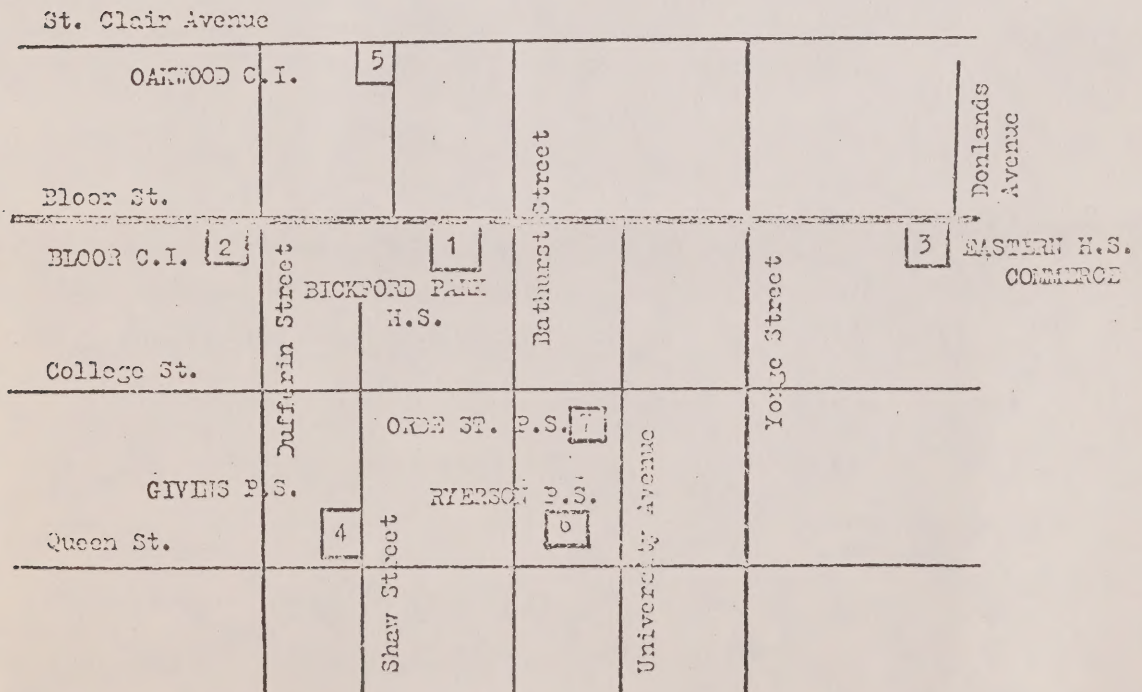
July 4th to August 4th

NO FEE4 EVENINGS - MONDAY, TUESDAY, WEDNESDAY and THURSDAY - 7:30 p.m.-9:00 p.m.

1. Bickford Park High School, 777 Bloor Street West, at Christie Street
2. Bloor Collegiate Institute, 1141 Bloor Street, at Dufferin Street
3. Eastern High School of Commerce, 16 Phin Avenue, at Donlands and Danforth Avenue
4. Givins Public School, 49 Givins Street
5. Oakwood Collegiate Institute, 991 St. Clair Avenue West
6. Ryerson Public School, 190 Grange Avenue, at Bathurst and Dundas Streets

DAYS - MONDAY to FRIDAY - 9:00 a.m.-12:00 noon

7. Orde Street Public School, 13 Orde Street, at College and McCaul Streets



NO. 7510 1285

